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ABSTRACT

These conference proceedings contain 18 presentations that represent a broad range of approaches to improving the effectiveness of public employment, education, and training programs. Papers include "Kentucky Job Training Certificate System" (Rigsby); "Public/Private Training Collaboration at the Workplace: The Michigan Job Opportunity Bank-Upgrade Program" (Reesman, Kohl); "Massachusetts Workplace Education Initiative" (Stein); "Creating a Market in Education and Training: The Case of the Missing Demand" (Pennington et al.); "Partnership for Workforce Quality: Maryland's Response to Skills Upgrading" (Theis); "Building Opportunities Program: Creating Employment and Training Opportunities for Minorities in Large-Scale Public Projects" (Gilbert); "Workplace Excellence: Exploring Options for Skills Certification and Accreditation of On-the-Job Learning Programs" (Fisher, Syrek); "Idaho's Public/Private Training Collaboration at the Workplace" (Daly); and "Project RIO: A Special Initiative for Ex-Offenders" (Snow, Robins); "Fifteen Agencies--One State Human Resource Development Plan" (Wimer); "Ohio Employment Service: Vision for the Future" (Saunders); "California Employment Development Department's Youth Employment Opportunity Program" (Dave, Venters-Bowles); "Texas Quality Work Force Planning: Preparing Texas for the Twenty-First Century through a Skilled and Educated Workforce" (Boyd et al.); "Union Involvement in State Government Economic Development/Training Programs" (Marschall); "Meeting the Challenge: The Governor's Initiative for Work Force Excellence" (Horne); "Pennsylvania Youth Apprenticeship Program: A Work-Based Learning Demonstration Project" (Coy, Bosworth); "Utilization of Joint Labor-Management Committees in Plant Closings and Mass Layoffs--The Michigan Experience" (Houck, Baker); and "Project ESTEEM: Encouraging Special Talents and Enriching Esteem and Morale" (Kontogianes). The agenda is provided. (YLB)

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TRAINING

◆ THE AMERICAN ◆
WORKFORCE

November 14–16, 1990 · San Francisco, California

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The National Governors' Association, founded in 1908 as the National Governors' Conference, is the instrument through which the nation's Governors collectively influence the development and implementation of national policy and apply creative leadership to state issues. The association's members are the Governors of the fifty states, the commonwealths of the Northern Mariana Islands and Puerto Rico, and the territories of American Samoa, Guam, and the Virgin Islands. The association has seven standing committees on major issues: Agriculture and Rural Development; Economic Development and Technological Innovation; Energy and Environment; Human Resources; International Trade and Foreign Relations; Justice and Public Safety; and Transportation, Commerce, and Communications. Subcommittees and task forces that focus on principal concerns of the Governors operate within this framework.

The association works closely with the administration and Congress on state-federal policy issues through its offices in the Hall of the States in Washington, D.C. The association serves as a vehicle for sharing knowledge of innovative programs among the states and provides technical assistance and consultant services to Governors on a wide range of management and policy issues.

The Center for Policy Research is the research and development arm of NGA. The center is a vehicle for sharing knowledge about innovative state activities, exploring the impact of federal initiatives on state government, and providing technical assistance to states. The center works in a number of policy fields, including agriculture, economic development, education, environment, health, social services, training and employment, trade, and transportation.

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Preface

The goal of every American has always been to be the best. Today, this country faces enormous economic competition with regard to product quality and the skills required to produce those products. To retain the U.S. position as the most productive nation in the world and to maintain a high standard of living, America must rededicate its efforts to achieve excellence in the products its makes and in the skills of its workforce.

For the past year, the National Governors' Association (NGA) has been working to develop ways to stimulate a more productive economy. The project *Excellence at Work* has explored the issues facing the American workplace and workforce and assessed the options available for states to be more effective in economic and human resource development. Under the direction of Governors George Deukmejian of California, William Donald Schaefer of Maryland, Ray Mabus of Mississippi, and Edward D. DiPrete of Rhode Island, the initiative established four principles for state economic and human resource development policy and programs:

- **Partnerships**. State policies should bring together the resources, facilities, and expertise of business, government, and educational institutions to train the existing workforce to meet current and future demands for skills and help match the supply of workers to employer demands.
- **Value-Adding Economic Development**. Economic revitalization should be based upon a broad consensus and long-term commitment to simultaneous investment in continuous skill development, adoption of modern methods, and deployment of appropriate technologies.
- **Accountability**. Programs must become more accountable in terms of quality, client responsiveness, and performance. Training curricula should be based on the skills and competencies that are required to perform particular jobs or occupations.
- **Comprehensive Delivery Systems**. Programs and services should be integrated to the greatest extent possible to provide for barrier-free delivery of services. States should redirect existing resources, agencies, and programs before constructing new and potentially duplicative systems.

In a related effort, the NGA Center for Policy Research has established the State Literacy Exchange. This project supports the states in the development and implementation of policies and programs to improve literacy levels in the United States. These efforts are directed toward addressing literacy concerns through state education, training and employment, social services, and economic development programs and strengthening private sector and voluntary initiatives devoted to upgrading the literacy skills of the current and future workforce.

Much of this country's success in achieving economic excellence will depend upon the quality of its investments in workforce education and training. The National

Governors' Association Annual Employment and Training Policy Conference, *Training the American Workforce: The Mark of Excellence*, will draw upon the principles set forth by the Governors as they are being applied to training and literacy programs.

The papers in this publication represent a broad range of approaches to improving the effectiveness of public employment, education, and training programs. These papers will be presented during the conference at concurrent workshops that have been organized into three tracks. These tracks incorporate elements of the principles for state action developed under *Excellence at Work*:

- **Building Client-Responsive Training Programs.** The papers presented in this track focus on methods for making training more responsive to client needs and to market demand for occupational skills.
- **Public/Private Training Collaboration at the Workplace.** The papers presented in this track explore attempts at enhancing the partnerships among all contributors to the economy to produce better quality and more job-relevant investments in training.
- **Targeting At-Risk Populations.** The papers presented in this track will focus on those groups within society that have experienced the least investment in skill development and for which new more comprehensive training approaches are needed to incorporate them successfully into the competitive workforce of the future.

These proceedings are intended to stimulate debate among the training and employment community about new approaches for training those with skill deficiencies and for equipping the American workforce with the skills necessary to achieve the mark of excellence.

Acknowledgements

The National Governors' Association (NGA) wishes to thank the many individuals who contributed time and effort to the development of these conference proceedings. First and foremost, thanks are due to the authors, who were selected from the many who submitted abstracts in response to the call for papers. They developed full papers in accordance with somewhat restrictive guidelines and timeframes. Their enthusiastic participation made this document possible. The authors are David Rigsby; Martha N. Reesman and Victoria F. Kohl; Sondra Gayle Stein; Hilary Pennington, John Austin, and Erin Flynn; Audrey S. Theis; Patricia Gilbert; Caricia J. Fisher and Norene Syrek; Jane Daly; Don Snow and Carl Robins; Kathleen T. Wimer; Ellen O'Brien Saunders; Al Dave and Anjetta Venters-Bowles; James Boyd, Mark Butler, and Sally J. Andrade; Daniel Marschall; Karen E. Horne; Robert W. Coy Jr. and Brian Bosworth; James M. Houck and Richard Baker; and John T. Kontogianes. Information on the authors is provided in a List of Authors.

Thanks also are due to the Conference Proceedings Review Committee that assisted in the abstract review and selection process. Members included: Grizelle Apodaca, Technical Assistance Specialist, National Council of LaRaza, Washington, D.C.; Erich Larisch, Chief, Division of Analysis and Technical Assistance, Employment and Training Administration, U.S. Department of Labor, Washington, D.C.; Robert Sheets, Director, Human Resource Policy Program, Center for Governmental Studies, Northern Illinois University, DeKalb, Illinois; and Joy Tharp, Special Assistant for Workforce Literacy, Governor's Office for Literacy, Jackson, Mississippi.

Finally, a number of NGA staff contributed to the effort. David Bedford, Senior Policy Analyst, Training and Employment Program, managed the project. Evelyn Ganzglass, Director, and Lorraine Amico, Senior Policy Analyst, Training and Employment Program assisted throughout the effort. The Office of Public Affairs edited the document, and Debbie Woods and Francine Matthews provided expert secretarial support. Their contributions are gratefully acknowledged.

TRAINING THE AMERICAN WORKFORCE:
THE MARK OF EXCELLENCE
November 14 - 16, 1990
San Francisco, California

AGENDA

WEDNESDAY, NOVEMBER 14

8:00 a.m.-5:00 p.m. **Registration/Information**

1:00 p.m.-2:45 p.m. **Plenary Session**

Welcome and Opening Remarks

Evelyn Ganzglass
Director
Training and Employment Program
National Governors' Association
Washington, D.C.

Department of Labor Perspective

Roberts T. Jones
Assistant Secretary
U.S. Department of Labor
Washington, D.C.

Strategies for a Competitive Economy: The Role of Workforce Development

Stephen Cohen
Co-Director
Berkeley Roundtable on the International Economy
University of California
Berkeley, California

2:45 p.m.-3:15 p.m. **Break**

Concurrent Workshop Tracks

TRACK A: Building Client-Responsive Training Programs

A focus on programs that increase choices for clients and respond to individual client needs.

TRACK B: Public/Private Training Collaboration at the Workplace

A focus on cooperative programs aimed at meeting the needs of businesses and workers for greater skills and productivity.

TRACK C: Targeting At-Risk Populations

A focus on successful programs that address the needs of particularly hard-to-serve populations.

3:15 p.m.-4:45 p.m. **Concurrent Workshop Sessions**

TRACK A: Client-Responsive Training and Employment Program Basics

Paper: "Kentucky Job Training Certificate System"

Moderator:
Evelyn Ganzglass
Director
Training and Employment Program
National Governors' Association
Washington, D.C.

Panelist:
David Rigsby
Kentucky Department for Employment Services
Frankfort, Kentucky

TRACK B: Matching Job Training Programs to Industrial Modernization

Paper: "Public/Private Training Collaboration at the Workplace: The Michigan Job Opportunity Bank-Upgrade Program"

Discussion Leader:
Martha N. Reesman
Michigan Governor's Office for Job Training
Lansing, Michigan

TRACK C: Programs Targeted to Basic Skills-Deficient Adults

Paper: "Massachusetts Workplace Education Initiative"

Discussion Leader:
Sondra Gayle Stein
Director
Commonwealth Literacy Campaign
Boston, Massachusetts

4:45 p.m.-5:30 p.m. **Plenary Session**

Large-Scale Assessments of Adult Literacy

Irwin Kirsch
Senior Research Scientist
Educational Testing Service
Princeton, New Jersey

6:00 p.m.-7:30 p.m. **Reception**

THURSDAY, NOVEMBER 15

7:00 a.m.-5:00 p.m. **Registration/Information**

7:30 a.m.-8:30 a.m. **Coffee**

8:30 a.m.-10:00 a.m. **Plenary Session**

Education and International Competitiveness

James D. Van Erden
Administrator
Office of Work-Based Learning
U.S. Department of Labor
Washington, D.C.

America's Demise: Strike Two

Anthony J. Trujillo
Superintendent
Sweetwater Union High School District
Chula Vista, California

10:00 a.m.-10:30 a.m. **Break**

10:30 a.m.-noon **Concurrent Workshop Sessions**

TRACK A: Increasing the Employer Demand for Broader and More Transferable Skills

Paper: "Creating a Market in Education and Training: The Case of the Missing Demand"

Discussion Leader:
Hilary Pennington
Jobs for the Future
Somerville, Massachusetts

TRACK B: Leveraging Private Training Investments With Public Training

Paper: "Partnership for Workforce Quality: Maryland's Response to Skills Upgrading"

Discussion Leader:
Audrey S. Theis
Office of Employment Training
Maryland Department of Economic and Employment Development
Baltimore, Maryland

TRACK C: Targeting Crisis Black and Hispanic Males

Paper: "Building Opportunities Program: Creating Employment and Training Opportunities for Minorities in Large-Scale Public Projects"

Moderator:
Grizelle Apodaca
Technical Assistance Specialist
National Council of LaRaza
Washington, D.C.

Panelists:
Patricia Gilbert
Massachusetts Department of Employment and Training
Boston, Massachusetts

Linda L. Ammons
Executive Assistant to the Governor
Columbus, Ohio

Noon-1:30 p.m. **Lunch**

Building a World-Class Workforce in New Jersey

Carl Van Horn
Director of Policy
Office of the Governor
Trenton, New Jersey

1:30 p.m.-3:00 p.m. **Concurrent Workshop Sessions**

TRACK A: Occupational/Employer-Responsive Training

Paper: "Workplace Excellence: Exploring Options for Skills Certification and Accreditation of On-the-Job Learning Programs"

Panelists:
Caricia J. Fisher and Norene Syrek
National Alliance of Business
Washington, D.C.

Roland Brack
Secretary's Commission on Achieving Necessary Skills (SCANS)
U.S. Department of Labor
Washington, D.C.

TRACK B: Work-Based Basics

Paper: "Idaho's Public/Private Training Collaboration at the Workplace"

Moderator:
Joy Tharp
Special Assistant for Workforce Literacy
Governor's Office for Literacy
Jackson, Mississippi

Presenter:
Jane Daly
Idaho Department of Employment
Boise, Idaho

TRACK C: Reclaiming Ex-Offenders and Substance Abusers

Paper: "Project RIO: A Special Initiative for Ex-Offenders"

Discussion Leaders:
Don Snow
Program Director
Project RIO
Austin, Texas

Carl Robins
Information Specialist
Project RIO
Austin, Texas

3:00 p.m.-3:30 p.m. **Break**

3:00 p.m.-3:30 p.m. **Break**

3:30 p.m.-5:00 p.m. **Concurrent Workshop Sessions**

TRACK A: Coordinating Multi-Agency Delivery Systems

Paper: "Fifteen Agencies - One State Human Resource Development Plan"

Moderator:
Ray Worden
Executive Director
New Hampshire Job Training Council
Concord, New Hampshire

Panelists:
Kathleen T. Wimer
Connecticut Employment and Training Commission
Hartford, Connecticut

Ruth M. Thompson
Employment and Training Administration
U.S. Department of Labor
Atlanta, Georgia

TRACK B: Labor Exchange Innovations in the Employment Service

Paper: "Ohio Employment Service: Vision for the Future"

Moderator and Presenter:
Michael F. Valentine
Ohio Bureau of Employment Services
Columbus, Ohio

Presenter:
Joy E. Reliford
Bureau of Employment Services
Michigan Employment Security Commission
Lansing, Michigan

TRACK C: At-Risk Youth

Paper: "California Employment Development Department's Youth Employment Opportunity Program"

Moderator:
Marta Moret
Director
External Affairs
Manpower Demonstration Research Corporation
New York, New York

Panelists:
Al Dave
Program Administrator
Employment Development Department
Los Angeles, California

Susan Hopkins
State Director
Communities in Schools
Texas Employment Security Commission
Austin, Texas

FRIDAY, NOVEMBER 16

7:00 a.m.-noon **Registration/Information**

7:00 a.m.-8:15 a.m. **Continental Breakfast**

8:15 a.m.-9:00 a.m. **Plenary Session**

Legislative Issues Affecting the American Workforce

Moderator:
Robert Silvanik
Senior Policy Analyst
National Governors' Association
Washington, D.C.

Panelists:
Sally Sachar
Senior Policy Analyst
National Governors' Association
Washington, D.C.

Nate Jonker
Majority Whip
Michigan House of Representatives
Representing the Michigan Institute for Adult Learning and Literacy
Mt. Pleasant, Michigan

9:00 a.m.-10:30 a.m. **Concurrent Workshop Sessions**

TRACK A: Information Coordination

Paper: "Texas Quality Work Force Planning: Preparing Texas for the Twenty-First Century Through a Skilled and Educated Workforce"

Panelists:
Sally J. Andrade
Director of Research and Program Planning
Community Colleges and Technical Institutes Division
Texas Higher Education Coordinating Board
Austin, Texas

James Boyd
Senior Deputy Director
Programs and Planning
Work Force Development Division
Texas Department of Commerce
Austin, Texas

Mark Butler
Planner
Office of the Deputy Commissioner for Special Programs
Texas Education Agency
Austin, Texas

TRACK B: The Union Role in Economic Development and Training

Paper: "Union Involvement in State Government Economic Development/Training Programs"

Panelists:
Daniel Marschall
Deputy Assistant Director
Human Resources Development Institute
AFL-CIO
Washington, D.C.

James Tusler
Labor Liaison
Washington State Labor Council, AFL-CIO
Olympia, Washington

Robert Baugh
Manager
Workforce Development Section
Oregon Economic Development Department
Salem, Oregon

TRACK C: Workforce Literacy

Paper: "Meeting the Challenge: The Governor's Initiative for Work Force Excellence"

Moderator:
Robert Silvanik
Senior Policy Analyst
National Governors' Association
Washington, D.C.

Presenter:
Karen E. Horne
Office of the Governor
Columbia, South Carolina

10:30 a.m.-10:45 a.m. **Break**

10:45 a.m.-12:15 p.m. **Concurrent Workshop Sessions**

TRACK A: School-to-Work Transition

Paper: "Pennsylvania Youth Apprenticeship Program: A Work-Based Learning Demonstration Project"

Panelists:
Robert W. Coy Jr.
Director
Office of Technology Development
Pennsylvania Department of Commerce
Harrisburg, Pennsylvania

Carlyle Ramsey
Assistant Vice Chancellor
Virginia Community College System
Richmond, Virginia

TRACK B: Labor-Management Cooperation in Worker Readjustment

Paper: "Utilization of Joint Labor-Management Committees in Plant Closings and Mass Layoffs - The Michigan Experience"

Moderator and Panelist:
Thomas Drabik
Coordinator
New Jersey Response Team
New Jersey Department of Labor
Trenton, New Jersey

Panelists:
Lee Schore
Executive Director
Center for Working Life
Oakland, California

Lawrence Malo
Assistant Commissioner
Employment and Training Division
Washington Employment Security Department
Olympia, Washington

TRACK C: Basic Skills Training for Welfare Recipients

Paper: "Project ESTEEM: Encouraging Special Talents and Enriching Esteem and Morale"

Moderator:
Evelyn Ganzglass
Director
Training and Employment Program
National Governors' Association
Washington, D.C.

Panelists:
John T. Kontogianes
Tulsa Junior College
Tulsa, Oklahoma

Rob Ivry
Senior Vice President
Manpower Development Research Corporation
New York, New York

12:15 p.m. **Adjourn**

Kentucky Job Training Certificate System

by David Rigsby

Overview

Under the guidance of Governor Wallace Wilkinson, Kentucky's employment and training strategies have been reviewed and targeted toward employment, job retention, and increased earnings. More emphasis has been placed on retaining wage levels for dislocated workers. Kentucky's dislocated workers, on average, receive hourly wages of more than $7.00. To see that these levels are maintained, Kentucky's Title III (dislocated workers) program has implemented the Kentucky Job Training Certificate System (KJTCS). This approach emphasizes more freedom on the part of both schools and participants, while shifting performance risk from the funding source to the participating public or private schools.

The KJTCS provides certified dislocated worker participants with a number of occupational courses of study from which to freely choose. Participating schools are allowed to enroll or not enroll KJTCS participants based on their own policies. The commonwealth then agrees to pay schools at defined benchmarks ending with placement in a training-related occupation at a specified wage level (25 to 33 percent of agreed total payment per benchmark depending on course duration).

Developing the Concept

Governor Wallace Wilkinson, while a candidate, called for a system of "training certificates" in his Kentucky First Plan. A team of individuals representing the commonwealth's employment and training, occupational education, economic development, and human resources agencies was assembled to develop this effort. The work group used the pioneering work of Dr. Roger Vaughn in employment and training voucher systems as a theoretical and procedural grounding.

The system was outlined in December 1987. Its goals included:

- Upgrading worker skills and improving self-sufficiency by harnessing the knowledge and motivation of the individual;
- Providing citizens with access to a variety of occupational and technical training opportunities;
- Providing citizens with a role in the decision-making process regarding his or her future;
- Making better use of the entrepreneurial spirit of educational institution operators; and
- Operating as a performance-driven system.

While certain elements of that system have been modified, the KJTCS, piloted in July 1989, is essentially the same system as outlined in the work group's report.

Up to $3,000 for one year and $6,000 for two years based on the normal and customary cost of training is offered to participating training institutions for each participant they train. For programs lasting one year or less, payments are made at enrollment (successful attendance for thirty days), upon completion of the course, and upon placement into a training-related job (33 percent, 33 percent, and 34

percent, respectively). For courses lasting between one and two years, payments are made at enrollment (successful attendance for thirty days), at the midpoint of the course, upon completion of the course, and upon placement into a training-related job (25 percent at each payment point).

Job Training Partnership Act (JTPA) Title III funds (federal funds for dislocated workers) are being used for this effort. Dislocated workers are those long-term unemployed or those who have become unemployed as the result of foreign competition, job obsolescence, or permanent layoffs. They tend to have stable job histories.

Private and public schools are asked to submit occupational courses of study for review. Once reviewed for occupational demand, cost, and credentials, approved courses are listed in a "course listing." More than 600 courses from more than 100 schools are currently approved throughout the commonwealth. Participants choose the course of study they wish to pursue and then receive the occupational listings for that course. Participants then contact the school(s) they are interested in attending. Once participants choose the school they wish to attend and the school agrees to admit them, the school fills out a "request for participation" that participants bring back to the Department for Employment Services (DES) local office. The form is screened for its entries by the department. Once approved, the students and the school are provided letters authorizing enrollment.

How the KJTCS Works

Central to the KJTCS is its client-centered approach. Upon enrollment in Kentucky's dislocated workers program (administered by and operated through the Kentucky Department for Employment Services), participants are scheduled for a job search workshop in which all program services are discussed. At this point, the KJTCS is highlighted and participants may immediately choose the KJTCS from among several opportunities. They may also opt for career assessment, labor market information services, or other services and then move into the KJTCS. This feature grew out of a desire for DES staff not to "steer" participants toward certain courses or programs. This effort is predicated on the belief that dislocated workers should be the ones to make their own personal choices about their career development.

Once the KJTCS is chosen, participants determine the occupation in which they may be interested from among those offered through the KJTCS. The participant is then provided a set of approved course listings for that occupation from schools accepted in that substate area. Should the participant inquire and the course of study not be offered in the substate area, courses of study offered by schools in other areas may also be provided.

Carrying the course listings and a "Kentucky Job Training Certificate," the participant has forty-five days to survey the schools offering the approved courses of study in the occupation chosen. At any point during this process, the participant may apply to any one of the approved schools. Schools are allowed to use their enrollment policies and procedures. If both the participant and the school agree on enrollment, the school submits a standard "KJTCS Request for Participation" agreeing to enroll the student. Once approved by the Department for Employment Services, a letter authorizing enrollment and specifying costs is generated.

Participants are tracked in terms of certain employment indicators at thirteen weeks after JTPA termination and then at fifty-two weeks.

Courses of study must be approved by course qualifying committees established in each substate area prior to their being listed in each substate area's course listing. Schools submit courses for review on two forms. The first form provides information on the submitting school, including licenses and certification(s). It also captures information on the course in terms of occupational classifications, descriptions, prerequisites, guaranteed wage rate, as well as starting dates and other items. Last, the form provides cost information. The KJTCS will reimburse normal and customary tuition, registration fees, books, supplies, and certain miscellaneous costs. The second form allows the school to develop its own "occupational list" for each course of study submitted. Little, if any, editing is done to these forms. If editing occurs, it is done only after discussion with the school and only if the school has agreed to the changes.

The occupational course listing is maintained by each area's dislocated worker staff. Each staff normally has one in formatted loose leaf binders. The binders are arranged by occupation rather than by school, which keeps "steering" to a minimum. A sample listing is provided in Figure 1. Listings for all available courses in the occupation chosen are copied and provided with a training certificate (Figure 2) to the participant. This listing is viewed as the key element in the system. Kentucky's dislocated workers program provides an ongoing marketing effort to schools so that their course listing can grow. The department has emphasized that personnel develop good relationships with their postsecondary education counterparts. Efforts have been made to streamline actual school activities within this system. Schools have also been encouraged to submit ideas or concerns on the KJTCS, and submissions have been used to make the system more responsive.

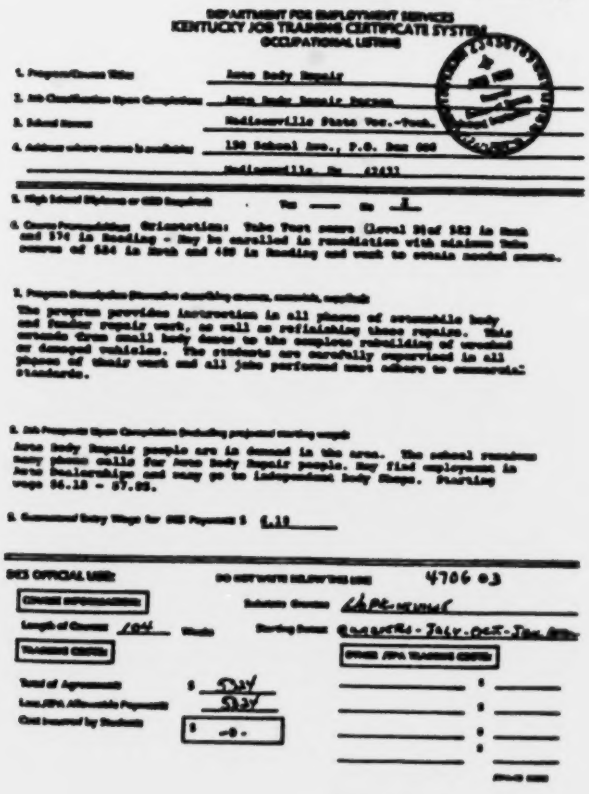
Once the course qualifying committee approves a school's course(s), a "KJTCS Participation Agreement" is prepared that outlines the terms and conditions regarding participating schools and the commonwealth. The agreement also provides a table outlining approved courses, costs, and training-relatedness occupations for each course. This agreement is ongoing but may be amended at any time. It also provides for cancellation with thirty days notice.

Schools are required to invoice at specified benchmarks per participant depending on one or two year programs. If a benchmark is reached and documented on the invoice, payment is authorized. The same form is used to document all benchmarks for a participant.

Metro-Louisville Pilot Appraisal

During January 1990 an appraisal of the Kentucky Job Training Certificate System pilot in metro-Louisville in July 1989, was prepared for the Secretary of Human Resources and Governor Wilkinson. The appraisal found the KJTCS acceptable to the education and dislocated worker communities. Still, the report listed ten recommendations for change, all of which were implemented. These changes provided for more flexibility.

Figure 1
Sample Occupational Listing

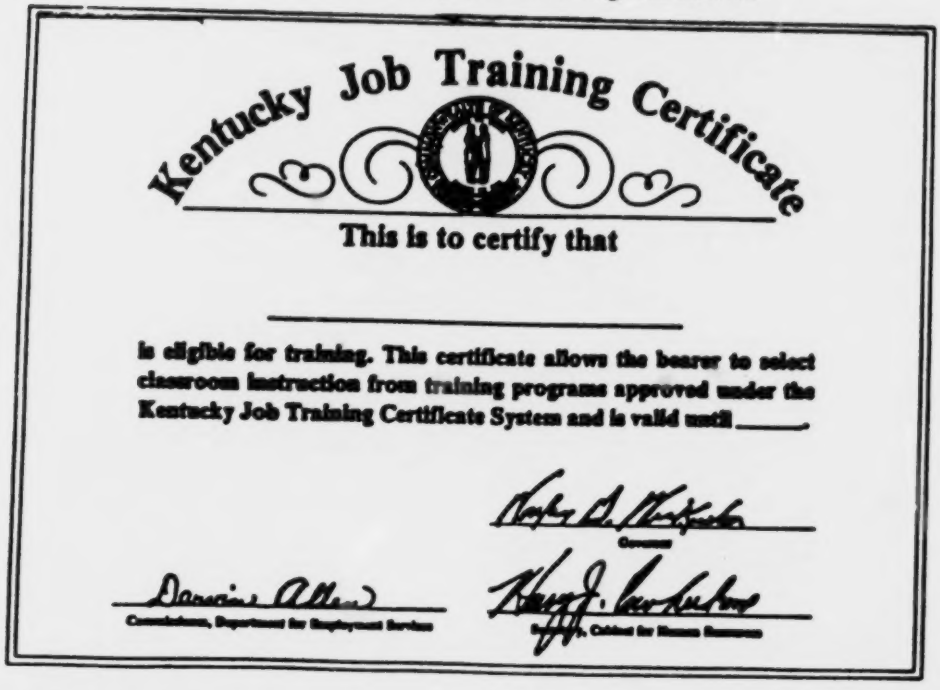


DEPARTMENT FOR EMPLOYMENT SERVICES
KENTUCKY JOB TRAINING CERTIFICATE SYSTEM
OCCUPATIONAL LISTING

1. Program/Course Title: Auto Body Repair
2. Job Classification Upon Completion: Auto Body Repair Person
3. School Name: Madisonville State Voc.-Tech.
4. Address where course is available: 190 School Ave., P.O. Box 000
Madisonville, Ky. 42431
5. High School Diploma or GED Required: Yes ____ No X
6. Course Prerequisites/Orientation: Take Test scores (Level 3) of 582 in Math and 574 in Reading - May be enrolled in remediation with minimum Test scores of 564 in Math and 480 in Reading and work to obtain needed scores.
7. Program Description (Describe training course, materials, equipment)
The program provides instruction in all phases of automobile body and fender repair work, as well as refinishing these repairs. This extends from small body dents to the complete rebuilding of wrecked or damaged vehicles. The students are carefully supervised in all phases of their work and all jobs performed must adhere to commercial standards.
8. Job Prospects Upon Completion (Including projected starting wage)
Auto body Repair people are in demand in the area. The school receives many phone calls for Auto body Repair people. May find employment in Auto Dealerships and may go to Independent Body Shops. Starting wage $6.18 - $7.00.
9. Estimated Entry Wage for OES Purposes $ 6.18

DES OFFICIAL USE: DO NOT WRITE BELOW THIS LINE 4706 03
Course Approved: 4PC-MISC
Length of Course: 1044 Weeks Starting Dates: 8-30-93-July-Oct-Jan-Apr
Training Costs: Other JTPA Training Costs
Total of Agreement: $ Day $
Less JTPA Allowable Payments: Day $
Cost Incurred by Students: $ -0- $ $ $

Figure 2
Kentucky Job Training Certificate



Kentucky Job Training Certificate

This is to certify that

_____

is eligible for training. This certificate allows the bearer to select classroom instruction from training programs approved under the Kentucky Job Training Certificate System and is valid until _____.

Governor

Commissioner, Department for Employment Services

Secretary, Cabinet for Human Resources

Central to the analysis was a methodology requiring a survey of KJTCS participants, as well as structured interviews with Kentucky administrators at participating schools. Dislocated worker line staff were also provided an opportunity to discuss their perceptions of the KJTCS through a survey. The following discussion is largely excerpted from the appraisal.

Participants: Their Experiences and Attitudes

Between July 1989 and December 1989, 180 participants received a training certificate out of more than 550 participants; 112 redeemed certificates by registering for school. Of those 112 participants, seventy-four actually started course work. Because of different school start dates, some participants may not start courses immediately. Thirty individuals decided not to redeem their training certificates. The program's 45 percent female rate reflected much greater female participation in the certificate system than in the overall JTPA Title III program.

The seventy-four participants enrolled in the certificate system were involved in thirty-one different courses of study. Most of the individuals were taking courses in the business management and business administrative support fields. More than one in three was involved in learning computer-related skills. These courses involve both micro-computer programming and/or high-level clerical computer languages. More than one in six individuals in the certificate system was enrolled at Jefferson Community College pursuing an associate degree that was highly technical. Clearly, a number of the state's dislocated workers met the admission requirements for colleges and their performance was above average.

Occupational courses of study of up to 104 weeks in duration were allowed. Those courses have been quite popular. Of the funds obligated for individuals in courses, practically $1.00 of every $2.00 is obligated for participants in two-year courses.

All of the seventy-four participants currently enrolled in the Kentucky Job Training Certificate System as of December 1989 were provided a questionnaire asking their thoughts on the system. Participants were given one week to respond to the questionnaire. Eighteen participants, or 24 percent, responded.

Two out of three respondents stated that they learned about the program through the Department for Employment Services. One out of four individuals answered that they heard about the program from a family member or through other informal means. Five out of six individuals felt that the certificate system was explained well to them and also that the school did a good job of assisting them in making their decisions.

More than one in four individuals encountered problems. Two individuals registered complaints concerning unemployment compensation issues. One person did not realize that if a person accepts stop-gap employment prior to entering JTPA, he or she will lose unemployment insurance benefits. Another understood that unemployment insurance benefits would continue to be paid throughout the training period. Unemployment insurance is a complex program that allows "caps" in the number of weeks a person can draw, and specific requirements must be met to

continue drawing. Rules for the maximum number of weeks a person may draw unemployment insurance must be met, and a person may very likely exhaust his or her benefits while in occupational training.

Over two-thirds of those returning questionnaires had suggestions to make the system better. Certain trends existed in those comments:

- **System Changes:** (a) liberalize the system's financing of occupational courses of study above $3,000; (b) consider courses longer than two years; (c) allow people close to finishing college degrees to do so under the program; and (d) allow people to take partial courses of study. (Items (c) and (d) have been implemented.)
- **Better Marketing:** Several participants indicated that the public does not know the program exists. Suggestions were made that people should learn of the program as they apply for unemployment insurance benefits. (A marketing program for the KJTCS is being prepared; a KJTCS fact sheet has been prepared and is distributed to certified dislocated workers.)
- **Service Quality:** The department's staff must strive toward more quality in job performance. Indications of Department for Employment Services staff or schools not knowing or providing inadequate answers are evident in a few responses. Countering this were other responses praising staff. Others suggested frustration with the time lapse between their submission and approval for enrollment and the submission of needs-based payments documents and the receipt of payments. (Ongoing staff development efforts are being planned.)

It appeared from the returned questionnaires that participants in the training certificate system were pleased with the program. Still, two out of three believed the program could be made better and they shared some suggestions.

Schools: Experiences and Attitudes

In order to secure a valid sample of school thought, private proprietary and publically funded school personnel were interviewed. Personnel interviewed were top administrators, though in some cases other personnel sat in on the interviews. In the public school setting, personnel from the University of Kentucky Community College System, Jefferson Community College, and Jefferson State Vocational-Technical School were interviewed. Within the proprietary setting, personnel from five schools with white collar and also blue collar occupational courses of study were interviewed. Their occupational courses of study ran from ten weeks to two years. Of the more than 130 courses available through the system, these seven schools provided three out of four of those courses.

Jefferson Community College

Jefferson Community had seventeen of the Kentucky Job Training Certificate System students enrolled as of December 1989, all of whom were in two-year courses of study. Personnel from the school were quite pleased with the system and were very

firm in their conviction that the system should be continued. The students who enrolled at Jefferson Community College have mostly been well prepared, well motivated, and solid performers. The Vice-President for Academic Affairs indicated that students of this caliber provide a number of benefits to both the school and the student body.

In order to participate in the system, Jefferson Community College initiated a number of changes so that students could receive their textbooks and other supplies. Students and/or third-party vendors had previously always been billed at the time of receiving books and supplies. No procedure existed for a performance-based system of payment. With help from the central office that impediment was overcome.

Because of the nature of the participation agreement between Jefferson Community College and the Cabinet for Human Resources, the community college arranged its own resources so that one person provided counseling and placement activities for its training certificate students. This is the kind of change that was hoped for as the certificate program was planned.

One of the strengths to which the Vice President has alluded several times was the willingness of the Department for Employment Services to be flexible. State JTPA Title III policy requires Kentucky to serve all eligible individuals who request services, regardless of their state of residence. However, the DES agreed to amend the contract with Jefferson Community College to serve eligible Indiana residents.

Proprietary Schools

Five proprietary school administrators who were interviewed expressed similar commitment to the program. All wished to see the system continued. As strengths, four of the five responded that the system's flexibility was important. When problems or solutions were aired, the Department for Employment Services responded quickly and often affirmatively. All schools indicated that the certificate system students were well motivated, well prepared, and doing well. Several indicated that they liked students who are dislocated workers because they are older and more committed.

All schools would like more participants. One of the five schools interviewed had initiated newspaper advertising, and others said they were contemplating marketing programs. Several suggested the opportunity for schools to market directly to JTPA Title III participants. One administrator thought that periodic education fairs should be held.

In terms of weaknesses, marketing was mentioned. Three administrators suggested that direct mail was the best way to "get the word out." They said that the system has little visibility in the pilot area, and without adequate visibility many people wanting the service might not know about the opportunity.

Another administrator explained that he had been working with an employer who needed "word processors with medical terminology courses." The administrator wanted to contract directly with the Department for Employment Services for the training under a classroom-size project. He mentioned that the certificate system would not allow such an option. He then suggested the option of class-size projects

with the same payment points as outlined in the training certificate system. (Policy is being refined to allow for projects like these.)

Vocational Education

Of the seven vocational education school administrators who were interviewed, the Jefferson State Vocational-Technical School staff showed the most concern. There were no problems with the caliber of students, though the school could handle more students than had been referred. This school did not actively receive students until October.

The major concern expressed by staff was the potential for the school to lose large amounts of funds because students exit to take a job or drop out before completing occupational training. The staff wanted to see all expenses reimbursed, if possible.

The staff also indicated that a different billing procedure must be maintained adding additional workload. Even with these problems, the staff did say that their training certificate students were well prepared, meeting course requirements, and generally keeping on track.

The Metro-Louisville Pilot continued to be highly successful. Table 1 outlines statistics (July 1, 1989 to June 30, 1990) for the Metro-Louisville pilot area.

Table 1
Metro-Louisville Pilot Area
Kentucky Job Training Certificate System
July 1, 1989 - June 30, 1990
Test Area Statistical Indicators

School Information	
Schools Involved in the Courses	16
Private Schools Involved	14
Public Schools Involved	2
Course Information	
Courses Listed	120
Participant Information	
Participants Receiving Certificates	390
Participants Redeeming Certificates	257
Participants Planning to Redeem Certificates	2
Participants Not Planning to Redeem Certificates	131
Enrolled in Classes	246
Male Participants	219
Female Participants	171

Statewide Expansion

In late March, Governor Wilkinson decided that the KJTCS should be expanded beyond the seven-county Metro-Louisville pilot area to the entire commonwealth by

July 1. Over the next eleven weeks, an intensive effort was begun to ensure that schools were solicited and courses of study were gained for course listings that would be generated for the state's dislocated worker specialists housed in ten substate areas. All dislocated worker specialists working with the KJTCS now possess an up-to-date course listing for their substate area.

Initial statistics (see Table 2) for KJTCS for the month of July are impressive; fully 307 participants received a training certificate. Nearly 180 participants actually started classes, with 237 participants redeeming certificates (i.e., being accepted by participating schools) and planning to start school shortly. Most of the schools are on a quarter or semester system. Many schools started classes in August.

Table 2
Kentucky Job Training Certificate System
July 1, 1990 - July 31, 1990
Statewide Statistical Indicators

School and Course Information	
Schools Involved in the Courses	106
Private Schools Involved	46
Public Schools Involved	60
Schools Pending Approval for Courses - First Time	4
Private Schools Pending Approval	3
Public Schools Pending Approval	1
Course Information	
Courses Listed	636
Courses Pending Approval	63
Participant Information	
Participants Receiving Certificates	307
Participants Redeeming Certificates	237
Participants Planning to Redeem Certificates	61
Participants Not Planning to Redeem Certificates	10
Enrolled in Classes	179

More than 630 courses of study are currently listed with the KJTCS statewide. Occupationally, the courses of study cluster in mechanics and repairers (ninety-five courses of study), followed closely by allied health (eighty-nine courses of study) and business and management (eight-three courses of study). Most of these courses of study are two years in duration. The quality of offerings through the KJTCS is very good.

As of July 31, 1990, 106 school sites were participating in the KJTCS. More than four in ten were private colleges or proprietary schools. Four schools were pending approval.

Retention statistics are not yet available for this program, but participants will be tracked at thirteen week and fifty-two week intervals.

Summary

The Kentucky Job Training Certificate System is working to strengthen Kentucky's strategy for retraining its JTPA-certified dislocated workers. It maximizes choice on the part of the participant in selecting training directed toward careers with futures. It promotes cost-effective training through its performance payments. It provides strong impetus for shifting the mission of the commonwealth's postsecondary schools toward more links with Kentucky's employer community.

This program relies heavily on shifting the risk structure of employment and training-funded training away from government and individuals and more toward participating schools. It is this radical departure that required bold high-level initiatives to formally implement the concept. With resources tight in Kentucky's public postsecondary arena, administrators were concerned about the potential for losing money through a performance-based payment system. Department for Employment Services administrators also voiced concerns over meeting the Economic Dislocation and Worker Adjustment Assistance Act's 80 percent expenditure rate under a performance payment strategy that often crosses two program years.

When informed of these concerns, Governor Wilkinson indicated that the course charted for KJTCS should be maintained. Preliminary indicators are that the program is being accepted by those involved. The Department for Employment Services realizes that the program is young and is therefore maintaining open and frequent communication with those involved in the KJTCS. Comments and suggestions are carefully reviewed and are being used to guide the program as it matures.

Public/Private Training Collaboration at the Workplace: The Michigan Job Opportunity Bank–Upgrade Program

by Martha N. Reesman and Victoria F. Kohl

Introduction

World class manufacturing is not just a Michigan mandate. Throughout the United States, industries and markets have responded to a worldwide directive to reduce the cost, improve the quality, and shorten the delivery of goods produced. Many original equipment manufacturers (OEMs) have enacted or will enact supplier programs that designate conformance criteria for their small, subtier supplier companies.

With varying degrees, assisting these smaller supplier firms to identify and meet the demands of their marketplace will depend on the collaboration of public and private resources.

A key element in providing this assistance is a clear understanding that workforce training must be central to, and supported by, the company's goals and leadership. In the same way that public policy has linked its industrial and labor strategies, companies must integrate their training goals with their business plans.

Background

In the early 1980s Michigan was hard hit by a recession. The new administration of Governor James Blanchard recognized the critical need for continued state support of industry. A study, *Paths to Prosperity*, created the new administration's framework. Among its findings was the interdependence of the skills of our citizens and our standard of living. The report postulated that in order to get Michigan recession proof, its workers needed to get smarter and government had to be proactive in that process.

In manufacturing, the deployment of programmable-based (new) technology was identified as a key competitive advantage of Japanese industry. Our industry had an immediate challenge to catch up and then leap-frog this technical advantage. Our OEMs and their large suppliers were in relatively good position to enact these changes themselves. However, their success was dependent on their smaller suppliers that had scarce resources.

The state's new industrial policy targeted the small-to medium-sized supplier firm and aimed to promote the deployment of new technology. The ensuing programs provided direct technical and training assistance and were viewed as having a measurable effect on the business climate in Michigan. As of October 1990:

- More than 600 (11 percent) of the targeted firms have received free expert consulting, including advice on opportunities to improve their organization, processes, and quality; deploy technology; and develop their workforce.
- More than 800 companies have received grants to train more than 30,000 collective members of their current workforce in the use of new technology.

Program History

It was a radical departure from previous deliberations to describe business consultation and human resource development as industrial policy. It differed dramatically from past program standards of concentrating on getting the unemployed reemployed and of using significant state resources for attracting "new"businesses to locate in Michigan. The new initiatives were bold and had few models to work from.

In October 1985 the underlying assumptions for the initiatives were that:

- Manufacturers that invested in new technology would be better positioned to survive and prosper in the marketplace, becoming stronger and more stable Michigan employers.
- Small manufacturers would not make the total (and significant) investment required to train their workforce on the operation and optimization of new technology without some incentive, such as training grants.

The Michigan Job Opportunity Bank (MJOB) - Upgrade Program, housed in the Governor's Office for Job Training (GOJT), was launched in October 1985 with a legislated charter to train the employees of Michigan firms with fewer than 500 employees that were modernizing their technological operations. The program grants training funds to companies of this size that are implementing new technology.

The Michigan Modernization Service (MMS), housed in the Department of Commerce, started at the same time. MMS advocated the deployment of programmable, computer-based technology as a first step or requirement of a specific improvement strategy. It provides on-site, customized consultation by manufacturing, marketing, and human resource experts in technology selection and implementation, business and market planning, market trends and analysis, and workforce and organizational development.

Looking Ahead

Upgrade needed to prepare for its sixth year in operation. Its own research indicated there were some definite practices in workforce training that appeared to derive more benefit to the company and to Upgrade's leverage than others. There was concern that funds were "paying for things"instead of fostering the integration of workforce development as part of an overall corporate strategy.

The question became, how can public policy influence a larger percentage of Michigan companies to implement the changes necessary for their survival and ultimate success?

A review of the program and current training practices began in fall 1989. Two elements of that review were:

- A grant, jointly funded by GOJT and the Department of Commerce, that has several key areas of focus: current training practices undertaken by Michigan manufacturers; the internal administration of training within our companies; and the relationship of training to strategic planning.

- Field visits made to sixty-five current and past Upgrade grant recipients that solicited the following points:
  - Most companies conceptually agreed to the importance of formal, written training plans for promoting the short-term and the continuous process of training.
  - Most did not have a formal written training plan.
  - Company representatives who were interviewed recognized that the successful implementation of new technology depended on well trained personnel, including skilled supervisors and managers.
  - For the privilege of receiving a training grant all of the companies visited said they would indeed accept hard cash match criteria.
  - The grant had a definite impact on the short-term success of the specific technology implementation and favorably inclined the company to keep investing in the training of its workforce.

Over five years of work with small- to medium-sized manufacturers has provided GOJT and MMS with a wealth of experience to support the state's continuing efforts to modernize the workplace and workforce in Michigan.

Now, in 1990, the assumptions that were accepted in 1985 need modification. After testing by program experience and experiment, insights into the modernization process have modified some and added several assumptions:

- The deployment of new technology, when not tied to the process of organizational change, can be costly and damaging to the firm instead of delivering the benefits advertised at purchase.
- Companies that are not evaluating the costs/benefits and performance of human and capital investments are not able to make the improvements necessary to profitably transform their organizations.
- Left alone, time and markets are not driving the improvement process. A significant number of manufacturing companies are not considering investing in new technology or adopting new manufacturing processes.

Three lessons can be learned from this. We need to provide a means of helping companies evaluate their present and planned situations. Our programs should promote cultures of continuous improvement based on capital and human investments. And we have to reach and assist more companies.

Essential program elements to be considered are:

- Assisting small firms in the execution of formal, written training plans and preparing management for their commitment;
- Structuring employer-based training assistance to provide the means for helping companies assess their current position and competitive rank. A self-assessment for companies could be tied to training grant applications;
- Applying a hard cash "match"to grants; and

- Supporting hard technology training and requiring the companies to train for organizational change.

Given our industrial base in Michigan, our directive is crucial. Our history identifies our automotive OEMs as the first industrial core group to impose supplier performance criteria in quality, technology, and organizational development. They were the first to present in public debate the imperative of getting cost out of the system.

Policy Implications

Our companies have made us acutely aware of the different ways that they approach their futures. Some do a good job planning, looking at their strengths and weaknesses, developing goals, and coming up with the resources to reach them. These companies are equally proactive when it comes to operational changes, including providing for training. Others, however, are reactive, developing no strategic or operational plans and training on a piecemeal basis.

What we know from our research is that many of the companies invest in expensive, hard technology without asking themselves basic questions, like:

- What do we make?
- How do we make it?
- What do we expect the new technology to do?
- What technology is available that can accomplish this?
- How much will the total investment be, including specific costs of training?
- How long will the training and implementation take?
- How long until the technology becomes fully productive?
- How will the new technology affect our product and process?
- How will these changes affect our organization and how we do business?

When deploying a new technology, the reactive company simply:

- Tries to add a layer of new technology on top of an existing process;
- Fails to commit the resources and support of the organization to fully implement the technology; and
- Accomplishes minimum levels of operational training that is haphazardly considered and executed.

Such companies therefore relegate the technology as minimally beneficial to the organization or more likely, as a damaging disruption. The policy implications become clear if the investment at risk is that of the state.

To protect the public investment we are attempting to guard against substituting the state's money for what should be the company's investment.

Our consensus as to what a company would or would not invest in also relates to the re-evaluation of supporting hard compared with soft technology training. For example, from the company's perspective, capital investment would be considered a normal and justifiable expense. How can this perspective be changed to include human investment?

Another of our original operating assumptions that identifies a firm's modernization solely on the basis of the adoption of new technology has been re-examined and is no longer operative. A more comprehensive view of the company is taken. Promoting the technical capabilities of a company, however, is still viewed as a viable policy directive. Our aim of producing a more skilled and better paid workforce remains on target as an economic development strategy.

There is a persuasive argument for future policymaking to be directed at supporting a company's development of a functioning management and a corporate culture that promotes continuous training. We recognize that to provide money to train only for the operation of equipment and programmable technology does not insure the public's investment. Upgrading an employee's skills does not always increase his or her wages or the likelihood of transportable competencies.

Our challenge continues to be to support a balance between the types of training that will endure in the organization (the soft technologies and the cultural support training) and for the individual (the hard and definable skill training).

Conclusion

In negotiating regional economic programs, states with a significant industrial economic base will be considering the impact of new technology. MMS and Upgrade have provided and will continue to provide those states with a model by which to organize programs targeted to upgrading the skills and training of their workforce and to contribute to the vitality of their manufacturing community.

Michigan's model will continue to stress programs that provide direct assistance to companies facing significant capital and human investments and promote public/private collaborations at the workplace. The certain strengthening of the state's, the company's, and the individual's competitive position are inseparable objectives of our industrial policy in Michigan.

Massachusetts Workplace Education Initiative

by Sondra Gayle Stein

Deep concern over America's declining economic role in the world might provide an opportunity to emphasize the centrality of education to national objectives. But this would require a kind of national political leadership that has not yet appeared. . .[It would also require an end to] the widespread reluctance on the part of firms to invest more substantially in training and to reorganize the workplace in ways that would promote continuous learning.

—Made in America

In the two years since the Massachusetts Institute of Technology (MIT) Commission on Industrial Productivity published its report, *Made in America: Regaining the Competitive Edge*, a number of studies have focused on the need for U.S. manufacturers to move away from mass production and its hierarchical model of workplace relations toward "lean production" with its emphasis on employee involvement. In this paper I will discuss what we have learned in Massachusetts about the need for, organization of, and impact of workplace basic skills education in the context of this transformation of the workplace.

The Massachusetts Workplace Education Initiative was born out of a desire to improve the basic skills of working men and women—especially those working at low wages or in jobs in unstable industries—in order to reduce the likelihood that these men and women would end up out of work without the skills necessary to find re-employment at wages comparable to the jobs they had lost. Our assumption was that establishing basic skills programs in the workplace could overcome some of the traditional barriers to participation and success in adult literacy programs, including both physical barriers like accessibility, time, transportation, and child care, and psychological barriers like the shame of admitting a basic skills need and the fear of failure going back to school raises. To test this assumption we asked employees and unions and education providers to join the state in a public-private partnership to establish basic skills programs in the workplace.

Both the public and private sectors, we felt, had compelling interests in the success of such programs. The private sector obviously stood to benefit from English-as-a-Second Language (ESL) and basic skills programs that improved shop-floor communication and on-the-job safety and performance and that enhanced company productivity. The public sector had a responsibility to develop and support policy in the best interests of all its citizens—in this case, to ensure that all adults had access to the basic skills education they needed to hold a decent job. To fulfill this responsibility we needed to do more than simply fund workplace education programs; we also needed to work closely with the programs we funded to help them become as effective as possible and then to broadly disseminate the knowledge we developed about what works.

The State as a Catalyst for Change

Most providers that deal with state agencies are used to these bureaucracies alternating between two stances: one proscriptively authoritarian, the other laissez-faire. And they usually come in that order: first the state issues a request for proposals (RFP) that is both prescriptive and proscriptive—and then it disappears, leaving

providers to meet the requirements according to how capable and how desirous they are of fulfilling either the letter or spirit of the contract. Counting on the state to perform its usual disappearing act, most providers will agree to almost anything, knowing that all they really have to do to satisfy their contract is produce a report and establish an audit trail.

The role of the state was very different in this initiative. We did not know enough about workplace education to be prescriptive and, as individuals and representatives of our respective agencies, we cared too much about what happened with this initiative to be laissez-faire. From early responses to our first RFP it was clear that if left to their own devices the network of literacy providers in Massachusetts would simply transfer what they were doing in school and community-based settings to the workplace. We knew enough collectively about good adult education practice to sense that this would not work. If we were serious about finding out what makes workplace education programs effective then we were going to have to maintain an active involvement in this initiative, setting guidelines that require local program to do things differently and to engage with us in a process of finding out what works.

Part of what we did differently at the state level was to use this initiative as a way of shaking our provider network out of doing what they had always done. Workplace education guidelines required that providers engage with new players—employers and unions—in defining the goals of their programs; by the second year we did not accept proposals without clear proof that there had been a joint planning process in which labor, management, and education were all involved. Providers were actively discouraged from using traditional assessment tools and curricula; the RFP required that they develop assessment tools and curricula that were responsive to the jointly established goals and to the specific workplace context. To support this process of transformation, the state gave local partnerships the money they needed to really accomplish what we required: money for planning and other start-up costs; money for curriculum development; money for teachers to spend time talking to workers, supervisors, and managers, finding out as much as possible about the process and products of the workplace so that they could develop the knowledge, understanding, and relationships they needed to craft an education program that could work in this new environment.

The State as Partner

This may be better than what the state usually does, but it is not the most important thing we did differently. What was most important was our definition of the initiative as a research demonstration program. This freed the programs we funded from having to "perform" for us, from having to be the experts, to know what was right before they even started. As much as the money, this freedom to take risks and experiment was a critical component in shaping the initiative since it transformed the programs into our collaborators. We asked them to document everything they did—right or wrong—so we all could learn from it. We created tools to help them document what they were doing encouraged them to reflect about what they were doing. And we brought the programs together, more and more frequently, to give them the opportunity to learn from each other.

The major vehicle for implementing the site-by-site documentation of each of the different program models in the initiative was an outside evaluation team hired to develop documentation protocols, to conduct site visits, to develop a guidebook on program development for self-documentation efforts by local programs, and to identify areas of particular strength and areas in which programs needed technical assistance. The evaluators went into the field for the first time approximately six months after program start-up. In every program, a member of the evaluation team conducted a one- to two-day site visit that combined classroom observation with structured interviews with all the partners and participants in a workplace education program. These interviews revealed what programs and possibilities were emerging from the host of new issues raised by teaching basic skills in the workplace. While site coordinators and teachers had all been more or less willing to commit to the development of new, more appropriate assessment tools and curricula, actually producing the new materials depended upon an understanding of the workplace that most were only just developing. It was difficult to sort out what was important to include and what could easily be left out. Most were also struggling, in response to issues raised by workers in class, to figure out the right balance of work-related versus life-related discussion.

Program development in the workplace was also turning out to be extremely complicated. Program coordinators and teachers were discovering how dependent their programs were on the investment, good will, and good relationships among all the stakeholders—management and labor, line supervisors, individual employees, union business agents, and shop stewards. Every factor in their programs—from recruitment to assessment, from time release to attendance—depended upon who was in their corner. And most of our education providers had no experience in bringing noneducational stakeholders into their corner. Moving from program to program, the evaluation team was able to compare what was happening in one program with another, to see which programs were more or less successful in resolving such issues, and to try to uncover what factors enabled them to be more effective. The information they gleaned about the dynamics of program development became the basis for new guidelines and for a technical assistance program we initiated in the second year.

The Role of the Advisory Board

While the site visits were important in terms of the knowledge generated about what was working and how it was working, they were even more valuable in helping to model and support a joint decision-making process. Site visits brought together all the stakeholders in a local partnership and asked them to reflect—individually and as a group—on the history, goals, accomplishments, and problems of that partnership. For most, it was the first time they stopped to reflect on what was happening, to articulate why they thought it was happening, and to compare notes with others about what they saw as working or not working and why. These conversations often brought into the open for the first time the different agendas of the different players in the partnership. In one plant, for example, management had not understood until the site visit occurred that the decision to begin the program by focusing on employees with the lowest level skills would make it impossible to achieve their goal

of introducing new machinery by a specific date. In another workplace, the site visit exploded a brewing conflict between management's expectation of narrowing job-specific English-as-a-Second-Language (ESL) curricula and the union's concern that workers get the broader English language skills they needed to communicate both on and off the job.

The problem definition and resolution that grew out of these conversations made clear the benefits of establishing ongoing advisory group meetings that involved all the partners as co-equals in problemsolving, rather than locking one of the partners (the teachers) into being producers of solutions in situations they could not control. In more than one program, for example, the site visit revealed that problems with regular class attendance were the result of noneducational factors that both employer and union could address. By adjusting production quotas, for example, to take into account release time for class, management removed a source of conflict that prevented supervisors from releasing workers for class. And by organizing peer support networks and helping with carpooling, unions could support worker retention in class.

Through such demonstrations of the benefits of joint problemsolving, the evaluation site visits revealed the importance of each partner's role in making the program work. They helped institutionalize a structure—the advisory board—and a process—joint decisionmaking—through which educational providers, company management, and union representatives assumed joint ownership of the workplace education program and joint responsibility for creating the conditions that would enable it to succeed. And in creating the conditions that enabled the program to succeed, the advisory boards began to take steps to reorganize the workplace in ways that would promote continuous learning.

Reorganization in the Workplace

It is important to note here that the process we modeled and built on to develop effective advisory boards for our programs could succeed because it is congruent with the kinds of changes in management and in the organization of production many of our companies were already initiating in response to ongoing economic changes. Indeed, our experience has been that most of the companies that are consciously adopting workplace education programs do so because they see them as a tool for creating the more broadly educated workforce needed to successfully institute some of these changes in how goods are produced or services delivered—including quality circles and other team processes that give workers more direct control over the quality of the product they produce and the conditions under which they work. Our process invited them to extend the same changes in approach to the management of the workplace education program. Rather than management trying to control what happened in the classroom, reducing teachers and education coordinators to "hands" that implement what the "heads" decide, in this sphere management also could profit from opening up decisionmaking. Our message was that their workplace education program was likely to be most successful if its conceptualization and direction were informed by the hands-on experience and field research of those that knew the most about education, on the one hand, and about the needs of the workers, on the other. In this way we drew on an already existing current of change

to create a more equal balance of power in the design and control of workplace programs in our initiative.

The Value of Peer Exchange and Support

The evaluation process also served as an important vehicle for linking individual programs into a statewide initiative. The evaluators often talked about the value of the site visits for a kind of cross-fertilization: opening up the circle by sharing problems and solutions from one program with problems and solutions at another. And since the evaluators consciously presented themselves as representing the state's interest in documenting the initiative, local programs came to see themselves as collaborators with their funders in a joint action research project aimed at creating a more solid knowledge base about what made workplace education programs effective.

In the second year the state partners built on what we had learned about the importance of fostering the collaborative process at every level. We began the year by bringing together new and old programs, reviewing the history and goals of the initiative, identifying the roles of state and local partners as we saw them, and creating an arena of joint enterprise based on sharing information, materials, experiences.

This informal statewide technical assistance and support network had a profound impact on how each program defined success. Instead of thinking of success only in terms of positive program performance and hiding failures from their peers and the state, our experimental model encouraged programs to document their "failures" for the benefit of others and to think about "success" as paying careful attention to what you were doing so others could learn from it.

By giving local programs the tools to document their experience and a circle of co-collaborators with whom to compare experiences, we replicated, on the level of our initiative, the empowerment experience common to other group consciousness-raising. The earliest beneficiaries of this group process were the education coordinators; but union representatives and personnel directors have also benefited from sharing experiences with their peers from other work sites. Programs struggling with inappropriate space for classes or with inappropriate restrictions on course content learned from other programs that there were alternatives, which gave them the creativity and support to confront these problems in their own workplaces. Programs have joined together to share resources or to ask the state to provide resources or opportunities. And the state partners have been able to turn to these local partners for help in developing common frameworks for thinking about curriculum development, for approaching the issue of learner assessments, and for seeking answers to the question of whether in fact our programs are making a difference for workers and the workplace.

What Is Success in Workplace Education?

By the end of the second year of the initiative, our evaluation team began returning from more and more site visits with anecdotes about program successes. In one

workplace, personnel administrators reported a decrease in the number of grievances filed as a system was developed for educating non-English speaking workers about company expectations for calling in sick. In another, supervisory staff requested a seminar on cultural differences to help them better understand the values, assumptions, and life patterns of a workforce made up increasingly of women and men from cultures as diverse as Cambodia, Haiti, and Brazil. A third report noted that a 10 percent decrease in product that had to be scrapped because it didn't meet quality control standards, was directly attributable to the program. A fourth drew our attention to changes in organizational culture. Clearly it was time to turn our attention from examining how programs functioned to more rigorously examining what impact they were having on workers and the workplace.

As many adult educators have noted, workplace education programs offer the field an exciting opportunity to define and measure success in real life terms. In a workplace program it is not necessary to rely on school-based measurements of student learning that are equated to grade level achievements. Here the classroom is part of a larger system that affords multiple opportunities for assessing what has been learned, including looking at changes in individual performance on the job, changes in relationships among workers and between workers and supervisors, and changes in organizational goals and performance.

Within this context, how ought success to be defined? And once it has been defined, how should it be measured? Up to this time the definition of success used most frequently in workplace programs across the country has focused, like school-based definitions, on changes in individual performance. Many workplace efforts begin with literacy audits of a particular job category to determine first, what literacy tasks are requisite to successful performance of that job, and second, whether individual workers who hold the position have the appropriate skills to fulfill those requirements. In effect, the first stage of the audit produces the definition of success against which individual performance is measured: individuals are "tested" pre- and post-instruction, and instruction, in this system, focuses on learning how to accomplish those literacy and computational tasks necessary for successful performance of the job.

The attraction of the literacy audit definition of success is the precision of the instructional and assessment system to which it leads. While setting up the system is labor intensive, once in place the heuristics ensure that it essentially manages itself; and as the term "audit" projects, this definition almost guarantees a clear "bottom line." If the system works it produces workers who can successfully perform the literacy tasks that are part of their jobs. In other words, this system translates directly into improved performance and enhanced productivity; it sells itself to managers who are concerned about the impact of inappropriately skilled workers on the company's competitive edge.

While the manager in me loves the precision of being able to conduct "a formal, often periodic examination and checking of accounts to verify their correctness"—the definition of an audit—the researcher in me has been suspicious of what we learn from this periodic verification of correctness. Are we asking the right questions to find out whether and how workplace education programs are really making a difference for individual workers and for workplaces?

Literacy Audits and Scientific Management

Reading Weisbord's *Productive Workplaces* (1987) helped clarify my discomfort with the literacy adult-based system of instruction and assessment by providing me with a powerful metaphor. Weisbord's book begins with what I found to be a fascinating analysis of Frederick Taylor and scientific management. Today "Taylor's name conjures up dehumanized, inefficient, and conflicted work methods," the speeded-up nightmare assembly line of Charlie Chaplin's *Modern Times*. However, Weisbord tells us, Taylor's purposes were exactly the reverse. According to Weisbord, Taylor's aim was to enhance labor-management cooperation by implementing a rational, humane resource management system. The means he chose, as most of us are well aware, involved subjecting each job to be performed to an exact analysis of component tasks, and then figuring out the best, most time-effective and least stress-inducing way to perform each of those tasks.

The painstaking care Taylor took in producing his rational analysis of tasks struck me as quite similar to the detailed analysis involved in literacy audits. We know what the results were with Taylor's system, how easily the techniques were divorced from his humane values to result in strikingly different, even opposing ends. Could the techniques involved in literacy audits be similarly separated from the human values of increasing workers' capacity to function productively? Might they lead to a system of instruction and assessment as debased as what we now know as "Taylorism," a literacy version of assembly-line mass production, in which the increasingly narrow focus on the individual job prepares workers to perform discrete literacy functions, but not to make the judgments inherent in any real life literacy task, and not to see the relationship between an individual worker's specific job and the work of the company as a whole.

The metaphorical connection between literacy audits and scientific management gives rise to some interesting speculation. What might be wrong with the literacy audit derived system of instruction and assessment used in many workplace programs is that the definition and measure of success it is based on is most appropriate to a system of mass production, to a system that is rapidly becoming obsolete. It is not as appropriate, with its emphasis on task analysis and individual performance, to the realities of the new workplace, where success increasingly depends on work teams responsible for a product or service from start to finish.

How do you, in fact, define and measure success for such a system? In Massachusetts, we decided to take advantage of the unique features of our initiative—multiple sites with active local partnerships—to find answers to this question. We called together representatives of our local partnerships—our coordinators, managers, and union representatives—and invited them to work with us in developing a system for defining and measuring success.

That first formal meeting on impact evaluation made clear how much we had to learn about what companies and workers expect from workplace education programs. First of all, we learned that companies participating in our initiative see workplace education as a long-term investment. Senior managers are not looking for a quick return on investment, in any hard data "bottom line" kind of way. They are smart enough to know that changes in such factors as absenteeism, turnover, and

even health and safety on the job can only be evaluated over time, and only with a sufficiently large number of participating workers to compare with nonparticipants. Several managers expressed interest in combining their company resources to develop a database that would enable all of them to look at these factors, three to five years down the line.

Second, we received unanimous confirmation of the importance, within manufacturing, of the organizational restructuring issues I have been discussing throughout this paper. The real bottom line for these employers was creating a quality product. As a vice president at one mid-size manufacturing company said, "If we're going to continue to be successful we need to continually improve the quality of our product." All agreed that the best way to ensure that quality was to enhance the ability of every worker to fully participate in all aspects of work life. The short-term changes these senior managers were looking for included variables such as increased morale, in class and on the floor; improved relations between English-speaking and non-English speaking employees; increased interaction and teamwork; and increased involvement in understanding what the business is all about.

Since our initiative had made broad use of structured interviews for the formative evaluation, we asked our evaluation team to develop, as a follow up to this meeting, several protocols that would enable us to examine the four discrete areas for evaluation identified in Harman and Lerche's *The Bottom Line: Basic Skills in the Workplace* (1988): student reaction; student learning; student performance; and organization results.

We wanted to look at student reaction because we had hypothesized, at the beginning of the initiative, that workplace programs might overcome some of the traditional barriers to participation in adult basic education. And we wanted to look at student learning and performance because we wanted to be able to document individual change as a result of participation in our programs. As the above discussion should suggest, we were particularly interested in looking at organizational results, because of what we were learning about the fit between workplace education organizational restructuring and the primacy of such organizational structuring for competitiveness in the new economy.

These protocols have provided a structure for a more formal information-gathering process, with groups of managers, supervisors, union representatives, and workers, from both manufacturing and services. The purpose of these interviews is to further refine our tools for measuring the impact of workplace education. In each case, our opening question had to do with how these groups and individuals within them perceive the role of workplace education programs in the changing work environment. "Do you want the workplace education program at your work site to change things at work?" "If yes, what things do you want to change?" "If no, why don't you want things to change?" And finally, "How do you know if things have changed?"

These open-ended questions were followed by a sequence of more specific questions asking the respondent to identify and document how participation in workplace education has changed factors such as workers' satisfaction with their jobs, workers' self-confidence, cooperation among workers, workers' ability to work

independently, and workers' understanding of overall business operations. Questions were also included about the kind of reading, writing, English language, and math skills needed on the job and the impact of participation in the program on workers' ability to perform these tasks. We added questions for union members that were aimed at assessing changes in workers' awareness of union rights and benefits, and questions for senior management that asked how companies documented some of the long-term changes discussed above and what methods, if any, they had for measuring the dollar impact of their education program? Finally, all interviewees were asked about how productivity is defined at their workplace and whether participation in the education program has had an impact on productivity. Seven work sites were involved in our pilot, enough sites with enough variety to enable us to confidently refine the protocols and processes we have developed. We now have a methodology that will enable each of our work sites to customize their own comprehensive definition of workplace education success as well as to systematically collect information that will enable them to document areas of success. It is a methodology that we believe reinforces team-building and a participatory process—one that we feel will produce results that are consistent with the goals of our companies and the programs that local partnerships have established.

Implications for Workplace Literacy Policy and Practice

Last summer I asked a small group of practitioners from our initiative to work with me to help evaluate the appropriateness of some already-published materials for workplace education. Each took home, read, and critiqued on the basis of her experience a stack of over 100 titles in adult basic education. Then we came back together to compare our perspectives and prepare a summary report to the publisher. As we began our discussion, we realized it was important for us to establish a context for our comments—a definition of workplace education. What was it that linked the disparate programs represented that day: a union-based hotel workers program, several small programs in machine shops, a labor-management program in a warehouse, a program for electronics assembly workers, a program operating in several nursing homes? In each case, we realized, what gave our programs focus and direction was their responsiveness to the educational needs of the community in which they functioned. In terms of how they set goals and met them, how they recruited students and retained them, how they assessed learners and measured progress, our programs were community-based programs. In this case, however, the workplace was the community, providing a community of interest, of need, of association, and of aspiration as a starting point for curriculum and instruction. And, as in other community-based programs, as the needs of the community change, so does the program, responding to changes in shift just as other community-based programs respond to changes in children's schedules at school, or reaching out to new groups within the workplace just as neighborhood-based programs reach out to new constituencies in the neighborhood.

What prevents this very commonsense definition of workplace education from prevailing in the field? Why do practitioners not treat workplace education as an opportunity to reach out to new constituencies, to develop new assessment and instructional materials appropriate to people's work lives, to do what we can to turn

workplaces, the places where most of us spend most of our waking lives, into learning places? Or, expressed more positively, what enabled our practitioners in Massachusetts to embrace this definition, to feel as comfortable in the community of the workplace as in any other community?

The answer is political leadership. It is difficult, given the structure of larger social and economic relationships, for individual education providers, operating in isolation, to assume a clear, strong shaping voice in local workplace education partnerships, and to argue for the enlarged educational perspective this paper advocates. Policymakers at the state and federal level, however, can create a framework for addressing the challenges of the new economy that acknowledges the broad educational needs of our workforce and envisions the kind of business-education-labor partnerships necessary to shape these educational programs. By using our leadership role to create a new context for workplace education, one that frames the entire effort as a learning process, we can introduce the changes in practice, attitude, and relationship that are central to the transformation of each of our workplaces into learning places in the fullest, most creative sense.

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Creating a Market in Education and Training: The Case of the Missing Demand

by Hilary Pennington, John Austin, and Erin Flynn

The Market as Model

State policymakers are searching for ways to create a true market for public education and training services. Current state programs in vocational education, customized training, basic skills enhancement, and the second chance system constitute a bewildering array of services and providers. Customers (employers, students, and workers) lack useful information about this "system," and do not have ways of informing the goals and practices of these programs and the institutions that run them. Training providers are rewarded not for success in terms of performance for customers, but for their ability to win a larger piece of the public budget.

To remedy these market failures, practitioners are looking to introduce free-market features into the delivery of public programs. The move to a market orientation concentrates on reorganizing the supply of education and training services to be more intelligible and responsive to customers. The market movement also explicitly furthers the hope that market principles will not only make the public sector work better, but that it will also bring new customers out of the woodwork—employers and workers—who will find and use the system, and recapture old customers—who dropped out or became disillusioned with the bureaucratic chaos.

The market analogy and its models hold much promise, but they do not answer a fundamental question: Is there really a latent demand for education and training on the part of firms and workers that will bring a positive response to better mechanisms for supply? The models assume that given better information, more sensitive public assistance, and new financial incentives, the latent demand on the part of firms and workers will be unleashed. Slightly oversimplified, they reduce to Sey's Law that states that "supply will create its own demand."

Jobs for the Future's (JFF) analysis* of employer and worker training experience, practice, and attitudes reveals that there is, in fact, relatively little latent demand on the part of firms and workers for education and training. Providing a better, market-sensitive supply of public education and training services is no guarantee that firms and workers will take the bait. State strategies for improving the market for education and training services must concentrate on the fundamental step of getting workers and employers into the market in the first place.

As an example of a market-based employment and training model, here are the solutions to the failures of public education and training provision offered by Robert Sheets in *Developing Market-Responsive Vocational and Employment and Training Programs for America's Workforce* (1990).

- **Consumer Sovereignty**: Re-establish the market linkage by increasing consumer sovereignty—giving education and training consumers control and choice through employer grants and tax incentives, vouchers, and user fees.
- **Performance Standards**: Establish bottom-line performance standards for all programs and service providers.
- **Contestability**: Make all production arrangements contestable, through competitive contracting and by providing information on service producers.

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- **Nonperformance Sanctions:** Establish sanction mechanisms to be invoked when government-funded service providers cannot demonstrate performance.

To date, no state has implemented these market features simultaneously and applied them to the broad canvas of publicly funded education and training. Some states are moving in synch with these principles. Last year, Michigan's Job Training Coordinating Council, for example, posted the following guiding principles for what it calls an "opportunity system" of coordinated human investment policy:

- It should be demand or customer driven, based upon the needs of individuals and employers, not government agencies.
- It must be understandable and easy to use. The entire system should be visible to customers, not just individual programs or segments of the system.
- It should focus on outcomes and be managed to meet them.
- It should use resources efficiently, measuring outcomes and moving money from less efficient providers to ensure accountability.

Michigan and many other states are working to move from principle to practice by developing performance measures, putting resources in the hands of firms and individuals, developing cross-program procedures for user-friendly customer access, and creating state and local working groups of providers to rationalize the system. These actions hold the promise of making publicly funded education and training more effective and efficient. But organizing the public supply of education and training to operate in a marketplace is a necessary but not sufficient condition for the functioning of that marketplace. JFF's state-based research suggests that the lack of demand is a serious obstacle to the creation of a market for education and training.

JFF's findings are based on in-depth surveys of more than 800 firms and 500 workers, focus groups, and field work in the states of Colorado and Missouri, and reinforced by similar research in four other JFF states.

Colorado and Missouri, taken together, provide a good cross-section of America's economy. Colorado's front-range (the state's dominant economic region) resembles the high tech, high-skill work environment of the coasts. The rest of the state is akin to the sparsely settled, resource-based economy of the Plains and the West. Pieces of almost every regional economic archetype come together in Missouri—the traditional manufacturing of the Midwest, the Farm Belt, the small towns and low tech manufacturing of the South, and the headquarters and service centers of Fortune 500 companies. The attitudes and practices of workers and firms in Colorado and Missouri shed light on the rest of the nation.

The Demand Contradiction

Much of the enthusiasm for market-driven education and training systems responds to the warning bells rung by the private sector regarding the poor quality of the workforce. Anecdotal and survey information reveal employers' desperate need for skilled help, the need for better basic skills in an era of more demanding job

requirements, and a generalized concern about the poor quality of recent entrants to the job market.

JFF's employer surveys in Colorado and Missouri confirm these findings. Indeed, workforce concerns dominated employers' lists of the major challenges that affect their own future growth. In both states, labor quality was ranked by firms as their number one competitive concern (expressed by 44 percent of firms in Missouri and 41 percent of firms in Colorado), followed closely by worries about labor availability, the costs of training and retraining, and labor costs.

In addition, the overwhelming majority of firms in Missouri and Colorado professed having trouble finding adequately trained help in key technical, craft, professional, sales, marketing, and service occupations. For example, 56 percent of firms in Colorado and 61 percent of firms in Missouri had trouble finding skilled craft help. (Skill shortages require that, with the exception of managers, firms recruit mostly from outside the firm to fill key skill positions.)

In Missouri and Colorado, firms consistently complained about deficiencies in "new basic skills," similar to those described in *Basic Skills* by the American Society for Training and Development (1988). For all occupations, from manager down to semi-skilled worker, firms wanted to see better communication, problem-solving, computer, and teamwork skills, as well as the ability to set and meet priorities. Training in these higher-order skills were deemed a top priority by firms for all types of workers, and in the case of semi-skilled workers, training in the basics of reading, writing, and math was a top priority.

Given this picture, one would think that there was burgeoning employer demand for assistance in training the workforce. But there is a major contradiction between what firms say and what they are willing to do:

- Seventy-four percent of firms in Missouri and 63 percent of firms in Colorado said training is an excellent investment, but the majority of firms in Missouri spend less than $5,000 annually on education and training, and less than $1,000 per year in Colorado. (Part of this difference is due to the larger size of the average firm in Missouri.)
- Employers in both states felt workers' skill deficiencies were greatest in the "new basic skills." Yet the overwhelming focus of company training was in job-specific skills, with relatively little emphasis on developing these new competencies.
- Firms in both states have difficulty hiring skilled workers but make little effort to promote or train workers into skilled positions from within.
- While semi-skilled workers (operators, fabricators, and laborers) were viewed as having the greatest skill deficiencies, they received the least training, and in many cases, none at all. Firms overwhelmingly spent time and resources training managers and professionals as opposed to line workers.
- Firms are concerned about the costs of education and training, but by a large margin prefer private training providers over public ones.

Similar contradictions emerge in workers' attitudes and practices on the other side of the demand equation. Workers are cognizant of a changing work environment that places greater emphasis on education and training. They pay lip-service to a desire to partake in education and training, but they are not prepared or willing to follow through in acquiring better skills through education and training.

In Colorado and Missouri, workers displayed a common mindset toward further education. Over 90 percent of workers felt jobs today require a lot more training and education than they did just a few years ago. Nearly two-thirds of these workers indicated that technology has greatly affected their jobs in the last few years. Forty-three percent of Coloradans and 35 percent of Missourians believe that they will need more education and training to keep their job, and one-quarter said they will need more training in basic skills to do their job better. Sixty-seven percent of workers in Missouri and 69 percent of workers in Colorado say that they need additional education and training to get the job they really want.

These numbers would seem to indicate a workforce ready and eager to embrace new learning opportunities. Yet, when it gets right down to it, workers are ambivalent about getting additional training, and about half are not able or willing to bend too much to obtain it:

- Majorities in both states (58 percent in Colorado and 67 percent in Missouri) felt that their employers provide more than enough training for employees to do their job well.
- Significant numbers (51 percent in Missouri and 37 percent in Colorado) said that they would attend training only if their employer required them to do so.
- Forty-nine percent of workers in Missouri and 41 percent of workers in Colorado said that they were happy to attend training, but only if such training occurred on company time.

In addition to these attitudinal barriers, workers perceive significant obstacles to their participation in training opportunities. A majority in both states said training was not offered at a convenient time or place, 50 percent said training costs too much, 40 percent said good training programs are not available, and roughly 35 percent said they had no time or energy for the endeavor. In addition, women perceived greater obstacles to training than men. Taken together, these figures suggest employees will not respond to training opportunities without much stronger motivation on their part and support from companies with regard to time and cost.

There were also significant tensions between the kind of training employees want and what employers currently provide. Employees want business courses, computer training, college courses, and technical training. They also favor formal, classroom learning (on or off site) over informal learning methods and on-the-job training. In contrast, employers are willing to pay for job-specific skills and on-the-job training, but not for formal training programs.

This presents an important additional wrinkle in the problem of identifying demand for training. Whose demands should a market-driven training system honor? And how do we know that putting money into the hands of employers and workers

will result in optimum solutions to their training needs? Given current training practices and attitudes, we do not have reason to believe that firms or workers will choose training practices that will converge to make them competitive in the long run.

Demand for Public Sector Training Programs

Crafting a public education and training strategy becomes more complicated and more important given the relatively weak demand for training and the fact that, left to their own devices, firms and workers may not act in their own long-term interests.

Although employers stated their beliefs in training as a good investment, for the most part, there is no reservoir of "latent" demand for job training without a fundamental shift in company policy and practice. This shift would be one toward viewing human capital investment as an essential component of long-term company success. As the National Center on Education and the Economy recently reported in *High Skills or Low Wages* (1990), most American companies are still wedded to a style of work organization that requires low skills. Few firms are moving to "high performance" work organization (the report's estimate is 5 percent of all firms) that requires substantial investments in training. Until more firms make this move, the best-intentioned market mechanisms will not involve firms in high-skill training or training that is different from the way it currently is done.

Similarly, individuals may be more aware of the need for education and skill enhancement today than ever before, but they are neither all that willing nor empowered to do anything about it. Workers on their own cannot overcome their uncertainty and their lack of time and energy to shop in the marketplace for the proper skills. And simply setting up tuition reimbursement funds or handing training dollars to individuals will not overcome these barriers. Some firms have actually abandoned tuition reimbursement and self-improvement course offerings because no one participated. They drew a lesson that "people just aren't interested."

A more appropriate lesson might be that they are interested, but that they do not know what to do and lack a context for why training is important in their lives.

Clearly, establishing this context is a prerequisite for both private sector companies that want to train and the public sector that wants to engage more people in self-improvement. Motorola, recently the winner of the Balderidge quality award, learned this lesson when it tried to create "do-it-yourself" training opportunities for company workers. As Motorola's William Wiggenhorn told the *Harvard Business Review* (July/August 1990): "Training, it appeared, was not something we could deliver like milk and expect people to consume spontaneously. It was not simply a matter of instructing or giving people a chance to instruct themselves. We had to motivate people to want to learn, and that meant overcoming complacency." A reason, a context for learning, and additional, proactive steps are necessary to motivate individuals to pursue education and training.

The public sector faces a significant obstacle to successfully addressing the lack of demand for and the poor character of current training. The disinclination of customers of job training to turn to the public sector for help, coupled with the less

than ringing endorsement of public sector assistance, presents a major challenge, particularly for employers.

In Missouri and Colorado JFF asked firms what organizations they used to provide training services, and asked them to grade a variety of public and private training providers. The responses confirm what one would suspect. When they do not do it themselves, most firms get training help from other private sector sources such as consultants, equipment vendors, and trade associations. They also generally grade this assistance higher than that supplied by public educational institutions, and only a handful had any experience with Job Training Partnership Act (JTPA) programs, state customized training, or other targeted programs (see table).

Use and Grades of Training Providers

Source	*Percent Using*		*Percent Grading "B" or Better*	
	MO	CO	MO	CO
In-house staff/program	85%	74%	78%	83%
Trade/professional group	41	58	85	83
Equipment vendors	45	44	74	67
Consultants	40	39	76	80
Four-year colleges/universities	33	27	81	83
Community/technical/junior colleges	38	20	76	77
Public vocational schools	32	16	65	64
Apprenticeships	21	20	70	68
Community organizations	16	25	64	69
Private trade/proprietary school	17	8	67	81
Adult basic education	18	23	68	72
Chambers of commerce	8	19	53	66
Private Industry Councils (JTPA)	13	9	59	66
State customized training	7	6	76	77
Labor unions	5	3	32	38

NOTE: Data represent percentage of firms in Missouri and Colorado that said they had used the services of the listed training providers within the past five years, and percentage of firms giving these services a "B" or "A" grade.

Sixty-eight percent of workers in Missouri and 78 percent in Colorado had participated in some form of structured training over the past five years. In the majority of cases, employers paid for the training program. The chief form of worker training was through a trade or professional group, involving just under half of all workers who got training. Just over one-third of all workers who received training did so through a university or community/technical college.

Workers who have experienced structured training are generally positive about training. Seventy-eight percent of Coloradans and 76 percent of Missourians said that their training programs were moderately or extremely useful. Workers

strongly favored formal training programs at work, followed closely by formal training programs away from work. It is also clear from the surveys that the experience of a structured training program makes workers more positive toward the prospects for additional training in the future.

The implications of these patterns of customer use are important in crafting a marketplace for education and training. There are clear reservations, particularly among employers, toward public vehicles for education and training that must be overcome. It is likely that in a market scheme, public providers would have to "try harder." Greater competition, fostered by putting money and incentives directly into the hands of employers and workers, will no doubt encourage public training providers to change and be more aggressive if they are to get any of the business that would go to private providers in a free market. Better information and reliable performance standards will help.

However, there is no reason to expect that private firms and individuals will use their new information and incentives to reach out to public providers of education and training any more than they do right now. And they certainly will not change the kind of training they seek. Employers are just likely to continue to pay equipment vendors for on-the-job training, sniff their noses at a "reformed" vocational or JTPA system, or ignore the marketplace altogether. Workers may respond better to market-like incentives, seeking out training opportunities through public providers they did not know about or have a means to pay for previously, but most likely they will not respond this way.

State Strategies to Increase and Change the Character of Demand

State strategies must address how to excite greater demand for training, as well as encourage a shift toward a high performance work organization that requires a new level and character of training investment. In doing so, state policymakers must confront head-on the issue of the credibility of public institutions and programs as training providers. Do we go with the flow of firm prejudice against public providers by giving firms public dollars to buy private sources of education and training? Or do we use public resources as a lever to encourage more training and better training than would otherwise exist?

The market scenario assumes that there is an articulated but latent demand for training, and that the "demanders" know what they need. Neither of these conditions hold.

The move toward a truer marketplace for education and training is to be applauded, though it must be supplemented by public leadership and initiatives that encourage more firms and workers to train and focus on what training can accomplish. As we have seen in Missouri and Colorado, both workers and firms need a new rationale for why training, and in particular, a different kind of training, wedded to new forms of work organization is so important. If Governors, business leaders, and state policymakers do not help provide this rationale, workers and employers will do what they have always done, which is not much, even with a new market-sensitive "supply" of education and training assistance.

There are several proactive steps Governors and state leaders can take to mobilize demand, concurrent with deploying more market-sensitive education and training services.

- **Ensure Leadership.** Governors and private sector leaders have the power to convene and set an agenda. The first task in creating demand is to persuade employers in consultation with workers to adopt a new style of work organization and make enduring human capital investment. Then the state can follow through with financial incentives, programs, and institutions to help. By putting the creation of competitive work organizations and the training of the existing workforce on the top of their agenda, and by personally convening forums for companies, workers, and community leaders to discuss the needed changes, Governors can pull more firms and workers into the business of training and reform the style of training.

  Specific steps include: convening industry- or region-specific workforce excellence roundtables; identifying and heralding exemplary firms in public; and following through with incentive schemes for training front-line workers through the tax or unemployment insurance system, contingent on a long-term, jointly agreed upon training plan among employers and workers.

- **Build Private Sector Learning Networks.** Business people listen to other business people. If companies are going to adopt new forms of work organization that demand more investments in human capital, they are going to have to be persuaded by other business people. The most effective testimony to the benefits of workforce improvement comes from successful firms that have realized greater growth through human capital investments. And given firms' prejudices toward private providers, the most promising vehicle for encouraging new and better forms of training is through public participation in private sector associations.

  Again, Governors can help convene this discussion, working with existing trade associations, bringing new firms into these associations, and encouraging informal networks of firms to become more formal. Trade associations are already an important vehicle for meeting training and other needs, particularly for small firms that lack in-house resources and training expertise. In some cases, trade associations and informal networks of companies are running their own training programs; in other instances, they are beginning to identify a need and look for answers. Governors can broker the public response to those needs. They can:

  - Provide challenge grants to firm associations organizing a learning network;
  - Ask trade association and firm networks to define skill and curricula needs;
  - Request firm networks to develop their own brokering staff and money to link up with public training institutions and programs; and

- Offer technical assistance to private sector learning networks in adopting new work organizations.

■ **Empower Workers.** Firms that adopt new work organization and begin to place responsibility in the hands of employees empower their workers and give them a compelling reason for skill enhancement. It is clear that merely placing dollars in the hands of workers for training, setting up general purpose training funds they can use, and providing general information on education opportunities will not elicit the large-scale movement toward continual skill improvement that this country needs.

The experience of the UAW-Big Three Nickel Fund, and the work of the Council for Adult and Experiential Learning and other organizations that coordinate adult education services, demonstrate the benefit of an informed brokering mechanism to link workers with dollars and training opportunities. To encourage a stronger demand for education and training, both a compelling reason and an effective go-between are essential. When given a voice and some assistance, workers overwhelmingly choose self-improvement in areas that relate to their work performance. Thus, more generalized funding of worker improvement is not incompatible with companies' need for workplace skills.

Several strategies designed to increase worker demand for training can be built into public and private training policy. These strategies:

- Ensure that workers and employers negotiate performance outcomes for training programs. Workers need to know why new styles of work organization are necessary, and they need to have a say in what they are supposed to do and what they can expect to gain;
- Certify training investments in the form of career ladder progression or certification of skills. Not only does this set up goals and prestige, but it can be a means to compare training investments across firms;
- Provide endowed training funds or tuition reimbursement programs with an in-house brokering mechanism to help workers find what they want or need;
- Provide opportunity and funding for formal learning (on or off site) in more generalizable skills, as well as in job-specific skills; and
- Recognize that workers need prestige, too. Training through a "university" is always rated by workers as much more "effective" than training at the workplace or by a technical college. And "job training" is not a very attractive label to workers.
- Develop another approach or marketing strategy.

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Partnership for Workforce Quality: Maryland's Response to Skills Upgrading

by Audrey S. Theis*

Introduction

In the face of rapid technological change and the threat of global competition, a new rationale is emerging for a stronger government role in retraining and upgrading the skills of the existing workforce. After significant public debate on this issue in Maryland, Governor William Donald Schaefer and legislative leaders have agreed that targeted, focused public investment in worker training can serve as an incentive to encourage private sector investment and that state government must take the lead in this public policy arena.

Effective July 1, 1989, Maryland began investing $1 million of general revenue funds in business training aimed at improving worker productivity and promoting business retention. The new initiative, the Partnership for Workforce Quality (PWQ), is administered by the Maryland Department of Economic and Employment Development (DEED) and offers matching grants to businesses for short-term, job-specific training to enhance the skills of the existing workforce for new technologies or production processes.

This paper provides a brief background on the major policy issues regarding government involvement in skills upgrading, a summary of the debate over those issues in Maryland, an overview of Maryland's current Partnership for Workforce Quality Program, and a discussion of the program's future.

Policy Issues Regarding Government Involvement in Skills Upgrading

Historically, government involvement in workforce development has centered on education and pre-employment activities for new labor entrants, including the disadvantaged. Federally sponsored programs have tended to target experienced workers only after they have been dislocated from their job.

In recent years, however, state-financed, work-based employee training programs have become a part of state efforts to improve the competitiveness of firms and prevent unemployment by retraining workers who are at risk of losing their jobs due to rapidly changing skill requirements in the workplace.

Until recently, job-related training for employed workers has been viewed simply as a normal cost of doing business within the exclusive domain of the private sector. This policy perspective was based on the premises that the benefits from job-related training accrue primarily to the employer sponsoring the training and that workers' newly acquired skills generally are not transferable to other employers. This perspective has limited government investment to broad-based skill training for employees outside the workplace (Doeringer 1981).

However, increased national and international competition, rapidly changing technologies, and lagging growth in productivity have promoted public policymakers to question the adequacy of public sector involvement in general skills training, and to consider a new role for government in workplace-based, specific skills training.

Many states have begun financing upgrade training for existing workers based on the rationale that, because the new workplace basics demand a wide range of transferable skills, benefits accrue to more than just the sponsoring business. Such

skills would include computational and communication skills, practical knowledge of applied technology in the workplace, and improved willingness to learn new job tasks and work processes (Creticos and Sheets 1989).

Government participation in specified work-based training helps mitigate the "free ride"dilemma (i.e., when a competitor bids away a skilled worker from a company that has borne the training investment cost). In light of high turnover rates in some industries, government subsidy can encourage business investment in training by "socializing" some of the cost, particularly for small businesses that must often reinvest limited capital to grow.

Further, the emerging policy rationale argues that government has a direct interest in keeping worker skills current to prevent or reduce the social and economic costs of technological and economic change. New state-financed, workplace-based training programs are also major components of new state economic development efforts aimed at retaining jobs by improving the competitive standing of businesses within their own industry (Ganzglass and Heidkamp 1986).

Finally, state governments are acknowledging the impact of the demographic shifts. With 80 to 90 percent of the workforce in the year 2000 already a part of the labor market, maintaining and upgrading the skills of every existing worker is critical to continued productivity and growth. Because it is functionally based, workplace training can provide an effective alternative for adults who were unsuccessful in school.

Arguing the Case for a State Government Role in Maryland

Armed with these rationales, DEED submitted a proposal for an Employment Trust Initiative during the fiscal 1989 session of the Maryland General Assembly. The initiative was an attempt to address business retention through upgrade training, business dislocation through worker adjustment services, and business expansion through incentive grants for training.

The initiative was to be financed through a tax offset investment approach by simultaneously reducing Maryland unemployment insurance taxes by about .1 percent for three years and .125 percent annually thereafter, while levying a Maryland Trust Initiative tax of the same amount to create a working trust fund for human resource investment within the state.

Central to the debate was the proposed funding source, the Unemployment Trust Fund offset, which was unanimously opposed by business, labor, and the legislature. Substantive issues regarding the need to enhance private sector involvement in upgrading training as well as government's role in the process were lost in the discussion over the proposed financing structure. The major criticism was that the program's goals were too broad.

Following the legislative session in April and May 1988, extensive meetings were held with various business groups, trade associations, labor organizations, and legislative leaders to discuss alternative funding sources and program designs. In August, a statewide conference was convened, and representatives of several states were invited to present information on their state-funded programs.

In August 1988, an Upgrade Demonstration Project was established with $350,000 from state general funds on a one-time basis. The purpose of the demonstration was to determine the need for the program and to test out a referral and application process. DEED's Office of Employment Training set up local nominating panels composed of representatives from local economic development and job training agencies, community colleges, chambers of commerce, and joint apprenticeship committees to identify businesses in need of training assistance. In six weeks, the panels identified more than 100 businesses that had extensive upgrade training needs. Prior to the start of the fiscal 1990 legislative session, forty training grants affecting more than 900 employees were operational. Training was short term, customized, and provided in conjunction with Maryland community colleges, universities, and consultants, or through in-house trainers.

Maryland's Comeback: The Partnership for Workforce Quality

As a result of this experience, a bill was drafted to create Maryland's Partnership for Workforce Quality. The legislation was submitted as an administration bill and addressed three major goals:

- Improving the competitiveness and productivity of Maryland's current workforce;
- Upgrading employee skills for new technologies or production processes; and
- Assisting in the promotion of employment stability.

The legislation provided for a wide range of business assistance, including needs assessment and referral to related services, as well as incentive grants to encourage direct business investment in upgrading employee skills.

The legislation was crafted to support business retention and prevent worker dislocation. It also was to complement already existing state-financed programs that supported training in new and expanding businesses within the state.

On a separate track, a budget request was submitted for $2 million in general revenues to fund the initiative, which constituted a $1 investment for every Maryland worker or 50 cents for every Maryland resident.

The new package gained unanimous support from the business community and labor organizations. Yet there was still resistance within the legislature, particularly from conservatives, regarding the need for the program and the appropriate role for state government. The focus of discussion shifted from the funding source, to details of the legislation, targeting of program resources, and level of funding.

After extensive debate in both the Maryland House of Delegates and Senate and much behind-the-scenes lobbying, the following major requirements were agreed upon for the partnership program:

- Training must be at the specific request of a Maryland-based employer or group of employers (i.e., covered by the Maryland unemployment insurance law).

- Training must be for upgrading job-specific skills and be less than a year in duration.
- Training must be to upgrade or retrain existing employees (not new hires).
- Incentive grants can be provided for up to 50 percent of the direct costs of training, excluding wages and capital equipment.
- A minimum of 60 percent of the funds must be expended with firms of 100 or fewer employees.

The appointment of a Partnership Board by the Governor was included in the legislation, but the proposed composition was altered to reflect the legislature's interest in targeting the program to small business, with representation to include three small business owners; two large business owners; three labor leaders; two representatives of the general public; and one representative each from the state Department of Education, Board for Community Colleges, and Council on Vocational Education. Additionally, the board would include a representative from both the Maryland House of Delegates and Senate.

The Department of Economic and Employment Development became the administrative agency within state government. The board was charged with submitting recommendations to the Secretary regarding overall program policy, eligibility criteria, priorities for assistance, evaluation, and coordination.

The requested budget of $2 million was cut to $1 million, and a sunset provision of three years was written into the legislation.

Initial Policy Recommendations

During the first six months of the partnership's operations (July-December 1989), four major policy recommendations were passed by the Partnership Board and accepted by the Secretary:

- **Targeting Program Resources**. While the law required that 60 percent of PWQ funds be spent on businesses with fewer than 100 employees, the program should remain flexible during the initial year of operation so that geographic areas or industrial sectors with the greatest need could be identified based on actual business conditions.
- **Types of Training**. Training is limited by law to specific skills. Although supervisory training is allowed, it should be limited to management and supervision of production and processes rather than self-growth (e.g., stress management). Similarly, workplace literacy programs funded by PWQ should be limited to specific prerequisite skills needed for more advanced occupational training.
- **Evaluating Requests for Assistance**. Government agencies should not be eligible for assistance. Only the broad legislative requirements should be used during the first year, funding eligible businesses on a first-come, first-served basis. Geographic distribution of projects would be reviewed quarterly to ensure equitable distribution across the state.

- **Cost-sharing Requirements.** The law requires that the partnership's cash contribution to a project be limited to no more than 50 percent of the direct cost of training (i.e., program development, instructor salaries, and tuition). To standardize operations, the matching rate for all businesses was set at 50 percent. Further, it was decided that other company costs above the required match be computed to determine the actual total cost of the training and to track the leverage factor.

Initial Implementation and Flow of Services

Following the passage of the law, the partnership program was developed as a part of the DEED Office of Employment Training's Business Training Unit. The following summarizes the flow of services and highlights some of the initial implementation activities.

STEP ONE: Businesses can be referred to the partnership program by a local partnership team member, or they can contact DEED directly. Participating local agencies include: local chambers of commerce, economic development agencies, community colleges, Job Training Partnership Act agencies, colleges and universities, trade associations, and joint apprenticeship committees.

STEP TWO: A DEED business training officer works with the company to complete a needs assessment and application form. The PWQ training grant request is intended to make human resource planning part of overall business planning. In addition to collecting basic information on the business, the grant request poses numerous open-ended questions regarding pertinent factors that affect the company's productivity, results from previous training needs assessments, information on new equipment and production processes, and highly specific information on the proposed training.

Additionally, the grant request provides the DEED staff member with information to assist a company with referrals to other needed services available from local or state government, including financing assistance, recruitment, and technology audits.

STEP THREE: A specific training plan is developed that includes the identification of training objectives and time frames, selection of the training provider and process, and identification of trainees by the business (complete with social security numbers for future wage data tracking). Each company is required to quantify the expected results in terms of measurable outcomes specific to that company or industry that will be monitored and evaluated upon completion of the training. In effect, the grant request lays the groundwork for an evaluation of the upgrade training once it is undertaken and completed.

STEP FOUR: After internal administrative review, a grant agreement is signed and training begins. In some instances, funding for training is postponed until other business needs are addressed that might impact on the ultimate success of the training.

STEP FIVE: Six months after submission of the final invoice, evaluation data are collected.

In addition to the client-flow process, a management information system was developed to collect and tabulate data on training programs, employers, and trainees assisted under the partnership program. The information system supports monitoring of funds distribution by size of firm, industry, and geographic region. A marketing plan also was developed that included a brochure and a Governor's Business-of-the Month Award.

First-Year Results

During the first year of operation (July 1, 1989 - June 30, 1990), 7,188 employees from more than 500 companies in Maryland participated in upgrade training projects through the Partnership for Workforce Quality. A total of 119 grant agreements were negotiated with individual businesses, business consortiums, trade associations, or joint apprenticeship committees.

Of the $1 million in funding, $368,858 was obligated to companies with more than 100 employees, and $536,832 was obligated to companies with 100 or fewer employees. Unions, trade associations, and nonprofit groups received $66,210. Funds were distributed geographically across the state in relative proportion to the labor market share of each area.

Data during the first year indicate a demand for training in most major industrial categories. Activity was concentrated, however, in the manufacturing sector, as summarized in Table 1, reflecting the relatively high demand of manufacturers for assistance with training for new technologies and automated procedures. Table 2 lists general categories of training provided through PWQ grants.

Table 1
Program Participation by Industry Sector

Classification	*Number*	*Percentage*
Manufacturing	71	60
Nonmanufacturing	39	33
Unions	5	4
Trade Associations	4	3
Total	**119**	**100**

The $971,900 in partnership funding also required a 50 percent match for direct costs of training from private sector funds. Additionally, companies participating in the partnership program contributed $4,176,294 to support the training effort in the form of employee wages and equipment costs. The roughly $1 million in public investment, therefore, leveraged approximately $5 million in private sector funds in support of the training effort.

A follow-up survey of all participating companies and associations produced forty-five responses. The feedback has been overwhelmingly positive. Eighty percent reported that they focused training on maximum use of new technology. Ninety-six percent indicated their employees' job performance improved after training, while

95 percent believed the program enhanced their competitive standing within the industry (66 percent to a high degree, 27 percent to a moderate degree). Virtually all respondents used outside trainers, the majority of these provided through the community college system, though six companies used PWQ services to establish an in-house training capacity. In addition, the partnership program was unanimously considered a good use of state funds.

Table 2
Distribution by Types of Training

Training Classification	*Companies Participating*
Computer Technology	27
Statistical Process and Quality Control	21
Management	26
Equipment Operation and Maintenance	32
Orientation in General Operations (Cross-Training)	24
Total	**130***

NOTE: *Some companies implemented several types of training.

Additionally, from a state policy perspective, the partnership program also played a role in:

- Shifting emphasis from the use of training incentives as a job-attraction strategy to more of a job-retention strategy;
- Demonstrating that the most effective training occurs when it is an integral part of an overall business plan;
- Illustrating that training assistance may sometimes be identified by the business as the most obvious need when, in fact, many other services may be equally important and need to be addressed prior to the start of training;
- Serving as a vehicle for identifying similar needs across like industries and facilitating the formation of business consortiums for the purpose of cooperative training;
- Strengthening the capacity of educational institutions, particularly community colleges, to be responsive to specific business needs and provide customized training using the latest technologies;
- Shifting the role of state government to being a catalyst for change, broker of services, provider of incentives, and resource for information; and
- Demonstrating that limited state funds can leverage considerable private sector investment.

Program Issues

A number of major policy and operational issues surfaced during the first year of operation.

Should the issue of targeting be revisited? Big businesses may be able to train more workers due to economies of scale, but small businesses may be in greater need of outside assistance to remain vital. Is the current 40 percent large businesses and 60 percent small businesses mixture still an adequate and appropriate yardstick?

Should priority be given to companies that already have new, more competitive technologies in place or to those in the planning stages? Obviously, well-run or promising companies can take immediate advantage of program resources. Or does the state want to help businesses that need an array of services to prevent a plant closure or mass layoff? Both options surface in a first-come, first-served system and, to date, no profitability test has been imposed. All companies requesting services received some form of assistance, even if it was just business assistance services. The large majority of firms seeking matching grants received some level of funding. A marketing effort controlled the flow of requests as available funds decreased during the year.

How can limited staff resources best be utilized? Because the PWQ training grant request requires a fairly thorough needs assessment conducted by staff, this part of the process is labor intensive. Many small- and mid-sized businesses served under PWQ have not given much thought to basic business issues and are not aware of other available business services. Should limited staff resources be used to provide high quality service to fewer businesses, as opposed to providing minimal services to greater numbers?

How can limited dollars be leveraged for even greater impact? While the leverage factor in the PWQ program was substantial during the first year, the combined dollars are only having minimal impact on the 2.5 million workers that comprise the Maryland workforce. What additional incentives would result in involving a greater proportion of the workforce annually in workplace-based education and training?

Given the tremendous need for workplace literacy and math skills, should more PWQ resources be directed to this area? If not, how can other resources and institutions be tapped in an effective and timely manner so that occupational training can proceed?

How can skills upgrading programs be linked most effectively with other state- and federally funded employment and training programs to support job retention? Within Maryland, the administration of many such programs is within DEED's Office of Employment Training. Yet, developing creative models to link program funds and strategies to create a seamless delivery of services to individuals and promote long-term employment and job stability remains a challenge.

Future Direction

Due in part to PWQ's successful debut and the demonstrated importance of work-based education, the state of Maryland is exploring building on its current achievements during the 1990s. The scope and complexity of the issues require that business, education, and government come together in bold and different ways to identify and solve workforce and business development problems. And the workplace must be the focal point of any efforts to use education as a tool for bolstering Maryland's economic health in the years ahead.

Coordination among key state agencies (the Department of Economic and Employment Development, the Department of Education, and the Higher Education Commission) will be essential for streamlining the process of identifying and addressing different companies' and industries' training needs with customized services. These agencies will assign 100 staff members to be trained as a Business Service Corps to provide essentially the same services now provided by the partnership program's five staff members. This step will greatly expand the state's capacity to respond to business requests, while reducing the redundancy inherent in having several agencies simultaneously assisting the same client on a similar issue.

These efforts must be bound together by a commitment to the concept of life-long learning, in which education effectively is linked to work from school age. In an age when technology and industry change overnight, this vision, and careful planning based on it, are essential for maintaining our economy's vitality and strength.

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Building Opportunities Program: Creating Employment and Training Opportunities for Minorities in Large-Scale Public Projects

by Patricia Gilbert

Over the next eight years, the state and federal governments plan to spend more than $4 billion to build a third tunnel to Logan airport and depress an expressway that now runs through the middle of downtown Boston. In an effort to ensure that women, ethnic, and linguistic minorities, people with disabilities, and residents of impacted neighborhoods get their fair share of the jobs created by this massive construction project, the Building Opportunities Program (BOP) was created.

The project brought together state and city agencies, community organizations, engineering and construction firms, and building trade unions. Forging a functional partnership among such diverse groups presented a daunting challenge. Because they had not worked together before there was some mutual distrust and a lack of understanding of each party's strengths and abilities. Addressing these issues directly and carefully working them through ultimately produced a strong coalition.

History

The Bureau of Labor Statistics tells us that during the last decade, the proportion of women in the building trades has been static at 2 percent. After a few years of experience these are jobs that pay more than $20 per hour. An annual income of more than $40,000 is not uncommon, which is two to four times the pay for jobs that might be considered more conventional women's work. The story has been much the same for blacks, Hispanics, and other minorities.

Once federal money was committed to the central artery and the third harbor tunnel it was evident that Boston would experience a boom in construction employment. Taking the initiative, Governor Michael Dukakis raised the issue of who would fill these jobs. With unemployment in Massachusetts at 3.2 percent it was clear that contractors would have difficulty finding enough skilled workers. At the same time, there typically are segments of the population that rarely find their way into these highly desirable jobs. When he appointed the Building Opportunities working group in October 1987, Governor Dukakis charged it with meeting the needs of both the contractors and those who traditionally are left behind.

The twenty-eight member task force included six cabinet secretaries, several state agency commissioners, and representatives from the Governor's office, Mayor's office, organized labor, construction industry, community organizations, and the private industry councils of Boston and Cambridge.

Labor Demand and Supply

When it was trying to determine how many jobs would need to be filled, BOP examined both public and private construction projects scheduled for the 1990s. The analysis included not only on-site construction jobs, but also the off-site management, engineering, technical, financial, and administrative support positions. Projections showed off-site work beginning in 1989, with demand for on-site workers growing to a peak in 1994, when the estimates showed there would be a need for 10,000 additional construction workers.

Massachusetts' low unemployment rate had already forced all industries, including construction, to look to nontraditional sources to meet their labor needs.

Women constituted 52 percent of the workforce, and their proportion was growing. The 6 to 8 percent growth rate of the Hispanic population was ten times that of the Caucasian segment. The proportions of the Haitian and Cape Verdean communities increased more than 50 percent in less than ten years.

The BOP labor supply committee recommended that the projected labor shortfall be made up, at least partially, of people not currently in the workforce, with priority given to racial and linguistic minorities, women, and people with disabilities. Other target groups were people in low-paying jobs and in-school youth in the urban area. The objective was to include parts of the community that had traditionally been underrepresented in high-wage construction jobs and union membership.

Specific participation percentages for each target population were agreed upon: at least 25 percent women, 25 percent minorities, and 25 percent from impacted neighborhoods.

Plan Components

In designing an implementation plan, BOP reviewed existing education and training resources as well as barriers for the identified target populations. It recommended that existing networks be used and that partnerships be encouraged to eliminate as much duplication as possible.

The program had four components: outreach, intake, assessment, and referral; skills training; work site internships; and apprenticeship preparedness programs.

Intake, assessment, and referral are performed by community organizations designated as Neighborhood Intake Service Providers (NISPs). To date, more than 1,900 clients have been served by the NISPs.

The Boston and Cambridge Service Delivery Areas (SDAs) are responsible for developing skills training programs for off-site jobs. Enrollment in these training programs was projected to be 120 for the first year. When the training did not start on time the schedule was extended from twelve to eighteen months. However, these delays in the construction schedule proved to be fortuitous, because they have made it possible to offer education programs with more emphasis on language and math skills, and more preparation for internships.

Programs to prepare applicants for entrance into apprenticeships are operated by the Boston Building Trades Training Directors Association. The Apprenticeship Preparedness Program (APP) of 100 to 120 hours plans to serve 210 clients in three cycles of ten weeks each. The classroom training is scheduled for two evenings per week at a community college and a Saturday session at selected construction sites.

The design and engineering firms contracting for the projects are required to provide one internship slot for each 10,000 work hours of their contracts. It is anticipated that this will generate at least eighty internship positions.

Funding

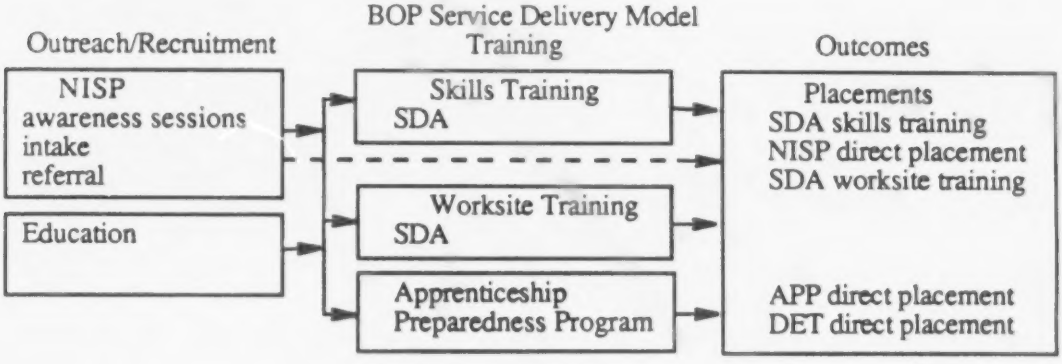
BOP got money from several public sources. State funds came from the Department of Education, Bureau of Post Secondary Education, and the Executive Office of Transportation and Communication. Federal funds from the Job Training Partnership Act and Wagner-Peyser Act were included in the funding package. The operating budget for the first year was $1.8 million.

Most of the money was allocated to three major components: SDA training programs got $600,000, NISPs received $442,800, and apprenticeship training was allocated $265,000. Reimbursement for training program vendors and NISPs was based on performance factors that were negotiated between them and the Department of Employment and Training (DET). The NISPs were paid for client attendance of awareness sessions, assessment and referral of clients to training, client participation in APP, or securing a job for clients.

Program Design and Client Flow

The critical elements of the program identified in the planning stage were: outreach, including aggressive marketing; client assessment to ensure proper referral; education and training programs; apprenticeship opportunities; a client tracking system; case management; placement in good jobs; and follow-up support. Each of these components was assigned to one of the BOP partners to avoid duplication and maximize coordination. Assigning responsibilities in this way was particularly necessary with groups not accustomed to working together.

All clients enter BOP through the NISPs and are then referred to one of the program components after assessment. After completing the training or APP they are placed either in a job or in an apprenticeship program (see figure).



Implementation

The actual implementation of BOP began in March 1989 with Department of Education-funded training programs. The Department of Employment and Training was

given the responsibility of establishing the network that would operate the program. A small staff was hired to provide oversight and management of the program; additionally the BOP central staff negotiated with the various parties that provide services and funding to ensure good coordination. DET funded the training programs operated through the SDAs in Boston and Cambridge. DET also provided placement services through its local offices to supplement the placement activities of the NISPs.

DET funds the development of a computer-based tracking system installed in the NISPs. The system tracks clients as they progress through the various program components, making case management easier.

Outreach, Intake, Assessment, and Referral

Historically, there has been strong neighborhood identification in Boston, and community organizations have performed an important role in relating to residents. Therefore, it was natural to use them as part of the BOP network. The community-based organizations were labeled Neighborhood Intake Service Providers. Originally there were five NISPs, though later this number was expanded to eight. Two NISPs represent linguistic minorities, one is an advocacy group for the disabled, and five are neighborhood agencies.

Traditionally, these groups have provided services such as community outreach, recruitment, assessment, and post-placement support for their clients. These services are included in their work plans for BOP. In addition, they are required to hold awareness sessions to give information and create excitement about a career in the building trades.

The NISPs arrange the awareness sessions and recruit clients to attend. The sessions are conducted by the contractors and building trade representatives. Presentations include a videotape about women in construction and a basic orientation to the building trades, including such things as an overview of the type of work that each trade performs, the entrance requirements, the application processes and working conditions, and general information about the construction industry. A question and answer period follows. These sessions have proven so popular that they had to be discontinued temporarily to allow the referral process to catch up. During the first six months, 987 people attended awareness sessions.

Those clients who are interested in the program after attending an awareness session go through intake and assessment. Representatives of the participating groups spent much time reviewing and discussing an assessment tool that would satisfy everyone's questions about verbal and math skill levels, manual dexterity, aptitude and interest. They jointly decided to purchase a system that assesses academic skills, vocational interest, and aptitude, and provides a written record of the client's scores. An assessment system was given to each NISP.

Although the assessment system has worked well it cannot be used for group testing, and each test takes approximately two hours to administer. The NISPs' contracts required that every client be assessed, which meant that hundreds of clients had to go through the system. Trying to complete the assessment and make referrals

to appropriate components by specified start dates imposed a difficult schedule on the counselors at the NISPs. In the first six months, 899 clients were assessed.

The NISPs and DET entered into performance-based contracts with payments tied to awareness sessions, assessment, referral, placement, and case management. Each NISP was allocated $40,000 for the first year, with $25,000 of that total advanced for start-up costs. DET paid for the assessment systems and for the development and installation of the computer tracking system for the clients.

Education and Skills Training

Through the Department of Education and Service Delivery Areas of Boston and Cambridge, education and skills training for off-site occupations were offered at several locations. The education offerings included adult basic education, high school equivalency, and English-as-a-Second Language (ESL) classes. Over time it became more apparent that these courses were essential for success in skills training, internships, apprenticeships, and jobs.

The skills training focused on classes for drafters, CAD operators, computer programmers, and clerical and administrative support staff.

Apprenticeship Preparedness Program

The orientation module developed by the Boston Building Trades Training Directors Association covers apprenticeship tests, interviewing techniques, math brush-up, information on the history and nature of construction, health and safety issues, and familiarization with tools. These classes were scheduled in the evenings and on Saturday to make them more accessible for those targeted for the program, especially people currently in low-paying jobs.

In addition to being a member of one of the targeted populations the eligibility requirements for APP are: eighteen years of age, physically capable of performing the work, a high school diploma or its equivalent, and income of no more than 125 percent of the federal poverty level.

Work Site Internships with Design and Engineering Firms

Design and engineering firms agreed to provide one internship slot for each 10,000 work hours in their contracts. The interns are referred by the BOP network, with the final selection made by the participating firm. Internships last from six months to a year during which time the company is responsible for providing supervision and on-site training.

The internships are in entry-level positions in occupations such as document control, engineering, graphics, and drafting. The program has been highly successful, particularly when it is of longer duration and combined with skills training.

Experience to Date

Turf issues have not been a major problem. However, communication among the parties presented obstacles, and some distrust continued during the first year. For example, when the Executive Office of Transportation and Communication began running advertisements about the creation of thousands of construction jobs it was simply a public relations effort to assure the public that the construction projects were still on target. The NISPs interpreted the advertising to mean that jobs actually existed and people were being hired. This upset the NISPs, because at the time they still had many clients who had not been placed.

The Apprenticeship Preparedness Program found itself with a dropout rate higher than anyone anticipated. The NISPs and the unions blamed each other for the problem. Taking a tough line, the unions contended that the classes were designed to prepare the clients for entrance into the building trades, not to coddle them. The NISPs suggested that what the clients needed was greater support from the unions. After the issue was discussed, both sides agreed to provide more positive reinforcement in the classes, with the result that the dropout rate declined significantly.

The awareness sessions created a large pool of clients before other components were ready to begin operation, which was frustrating for the NISPs and their clients. Fortunately, the APP and skills training classes came on line and began to provide referral opportunities without too much delay.

The construction schedule developed more slowly than anticipated, which meant fewer work site internships were available. This schedule change was actually a benefit to the program, since it allowed for longer training and more educational activities. Early in the program it became apparent that ESL and basic education were integral parts of the program that had not been included. The companies also found that skills training alone was not adequate preparation for even entry-level jobs. These adjustments to the program were possible due to the construction slowdown.

The implementation of BOP has not been without its problems, some of which were foreseen but could not be avoided due to the complexity of the partnership. Other problems were a product of a softer economy in the state resulting in a large number of construction workers being unemployed. This surplus of workers meant that the building trades unions were less eager to have large numbers of new apprentices and more competition for the new construction jobs. In spite of this change, the commitment to BOP has remained strong.

The numbers are beginning to show positive outcomes of BOP in every component. As important as these numbers are, the most encouraging aspect of the program may be the strong working relationships that have developed among the groups, especially between the community organizations and the labor unions. When DET suggested that the slow start of the program might argue for bringing it to an end, both the building trades representatives and the NISPs argued for the program's continuation. They pointed out how much had been learned that would be helpful in future efforts and how they were finally breaking new ground for cooperation.

The companies also wanted to continue the partnership. They have learned how useful this cooperation can be in referring and screening candidates for their jobs. Through the process they have been able to hire qualified candidates that they would not have even interviewed in the past.

When BOP started no one was sure it could work. After all, the parties called together by Governor Dukakis represented very disparate interests and they had no history of working together for a common goal. Nonetheless, state government was able to provide the leadership necessary to coalesce the different perspectives into a unified determination that members of the community who usually miss out on the jobs generated by large-scale public projects get a piece of the action this time. Everyone has come out ahead. The contractors have found the workers they need, and many residents of the Boston area have much better jobs and earning prospects than they ever thought possible. By demonstrating that public and private interests can form an effective partnership to serve important social objectives BOP has developed an approach that other communities can emulate for their own large-scale construction projects.

Workplace Excellence: Exploring Options for Skills Certification and Accreditation of On-the-Job Learning Programs

by Caricia J. Fisher and Norene Syrek*

Employers and policymakers have increasingly come to view a skilled workforce as essential to economic success. They have come to believe new training strategies are needed for the current and entering workforce if our nation is to strengthen its position in the world economy.

Job Performance Learning. As part of this effort to develop new training strategies, the National Alliance of Business (NAB) has developed the Job Performance Learning Project. This project currently is being demonstrated at thirteen sites by the American Bankers Association, Motorola, Inc., and Southern Maine Technical College in cooperation with Maine environmental services employers.

Sponsored by the U.S. Department of Labor's new Office of Work-Based Learning, the NAB project has two major components: to demonstrate and evaluate prototypes for employer-sponsored training that integrate structured on-the-job learning with formal instruction; and to examine the policy issues related to this type of work-based training.

Similar demonstrations are being conducted by the AFL-CIO's Human Resources Development Institute and the 70,001 Training and Employment Institute. A variety of other government, corporate, and foundation supported work-based learning efforts also are underway.

Growth of Work-Based Learning. Aside from such research and development efforts, employers in general are increasing the amount of work-based training they provide. *Training Magazine* estimates that employers now spend some $45 billion per year in direct training expenses, up from an estimated $30 billion a few years ago. And this does not include the substantial amount of formal and informal on-the-job learning often systematically provided in conjunction with classroom instruction.

The level of cooperation between employers and government, especially the states, has been growing rapidly. Employers often rely on the public system, particularly community colleges and technical schools, to provide some portion of the training. Some forty-six states have customized training programs, many of which support training of existing workers to preserve or upgrade jobs, as well as "quick start" training for newly created jobs. Community colleges and other state-supported institutions are increasingly customizing their education and training to the needs of specific employers.

Not only has the amount of employer-sponsored training grown, but the training has changed qualitatively. The distinction between classroom and work site has become less clear; the lines between public institutions and work-based learning have begun to blur. The application of principles developed for the Job Performance Learning Project and other research will, we believe, accelerate this process.

Public Policy Issues. These developments raise a series of important policy issues. For instance, both employers and trainees would like formal public acknowledgement of skills learned in the form of portable certification such as the associate degree. Presently, with the exception of a few dual enrollment apprenticeship programs, structured on-the-job experiences rarely count for more than 25 percent (i.e., one semester) toward degree programs.

Policy questions revolve around such quality assurance and implementation questions as: How should skills be certified? Will there be an accrediting process for work-based learning programs? Can college credit be arranged for structured work-based learning programs, and how might such programs satisfy a substantial portion of degree requirements? Should industry associations establish accrediting bodies, and what role should the government play? Other issues relate to funding (e.g., tax incentives to encourage employer-sponsored work-based learning, establishing training trust funds, supporting the costs of training development and of professional development for instructional designers, and supporting research and development).

National Framework Needed. This paper focuses on quality assurance and implementation issues. These issues are examined in the context of developing a framework for a national system that would establish employer-sponsored structured work-based learning as a means of resolving shortages of skilled labor and building a more highly skilled, flexible workforce. This framework would require:

- Developing employer-recognized competency-based tests that measure job performance learning used for certifying skills. To the extent possible, these tests would be designed to accommodate state/regional differences in skill requirements.
- Developing a coordinated system among industry associations, public and private vocational training institutions, labor, and government to ensure that transferable, flexible (in terms of entry and incorporating changing technologies) structured work-based learning programs are implemented nationwide.
- Developing a means for accrediting employer-sponsored job performance learning programs, or otherwise arranging for recognition of programs throughout an industry and across states.
- Establishing mechanisms for structured work-based learning programs to fulfill requirements for some publicly recognized associate degree or certificate programs.

In addition, the appropriate roles for the state and federal governments in supporting this framework must be determined. This paper does not attempt to fully develop such a framework, but raising questions that must be addressed in the process and exploring what states and business, in conjunction with the public education system, are currently doing along these lines are necessary first steps. The state and industry programs described below were selected as examples of the first steps that must be taken in building and supporting this national framework, not because the authors believe they are superior to similar programs in other states or industries.

It is also useful to look at what we can learn from other nations. Several recent studies have noted the higher value that other industrialized countries place on the skills of their noncollege-educated workers (Commission on the Skills of the American Workforce 1990 and MIT Commission on Industrial Productivity 1989). In many countries the training system combines school and work-based learning. Companies and unions provide workplace training and maintain strong connections with secondary and postsecondary schools. Typically, company and worker repre-

sentatives design national standards for the programs, certify training providers, monitor performance, and certify completion. The programs use both performance-based and written examinations. For the most part, this country has no such system. However, demographic changes (e.g., new immigrants and the aging of the "baby boom"generation) and foreign competition have fostered a growing demand for more skilled workers and spawned increasing interest in training strategies that combine formal instruction and structured on-the-job learning.

From experimental efforts such as NAB's Job Performance Learning Project, we are beginning to set the stage for the development of a "world class"national training system.

Overview of the Job Performance Learning Project

The National Alliance of Business has developed the Job Performance Learning (JPL) Model for preparing fully productive employees in a wide range of occupations as a first step for developing a public/private framework for a work-based learning system. JPL is innovative because it focuses on expert worker performance by integrating learning that occurs on the job and away from the job and by systematically structuring the on-the-job experience to provide efficient, effective attainment of skills and knowledge. In doing so, JPL resolves the dual problems of irrelevance of some off-site training and the failure of relevant training to be transferred to the job site. It should be noted that JPL is the name of NAB's work-based learning project, but that here, structured work-based learning and job performance learning are used interchangeably.

The JPL model is based on eight principles:

- Learning must be treated as an integrated whole, even when a variety of settings and procedures are involved in the training process.
- Instruction must support the employer's strategic goals and become part of the management process.
- Instruction is used to address skill and knowledge deficiencies and cannot make up for deficiencies in, for example, job design, management practices, and wage scales.
- A Job Performance Profile is developed for each job, describing items such as job duties, performance standards, and hiring and promotion patterns.
- From this profile, performance criteria are determined; these criteria (or competencies) reflect the skills needed to perform the job effectively.
- Mastery of these skills is the ultimate test of learning, rather than factors like class time or grades.
- A single learning plan should be developed for each individual.
- Learning then becomes a continuous, lifelong process, as the learning plan is adjusted to changing job conditions.

NAB's JPL demonstration projects have also been given several general parameters, including: major job duties to be learned constitute a commonly defined occupation; substantial job-specific learning beyond a high school education is required for the job; the trainee is expected to continue working for the organization after successful completion of the project; job-related basic skills (e.g., literacy and math) are offered as needed; there is an understanding between employer and employee/trainee about the conditions of training; certification of skills is provided to the trainee, and participating employers should address the potential for certification by an external body (e.g., an industry association or community college).

Certification

Certification of skills and knowledge provides employers with concrete evidence of knowledge attained by workers and gives workers documentation of their skills. In the JPL project demonstrations, attainment of skills will be certified by supervisors or coaches and provided to the learner by the employer(s) and/or educational institutions involved. However, certification recognized across states and throughout an industry would increase portability. This is important since many employers conduct business in multiple states and because America continues to be an extremely mobile society.

The need for a national or regional certification process leads to the following questions: How should the on-the-job learning component be certified? Would outside skills certification representatives have to observe on-the-job performances, or could an on-the-job test be administered by personnel within firms? Should criterion-referenced (linked closely to actual job tasks and performance) written tests be developed so that they could not be passed by someone with inadequate job performance?

Such a criterion-referenced, written test has been developed in the Heating, Ventilation, Air Conditioning and Refrigeration (HVAC(R))industry. The Refrigeration Service Engineers' Society (RSES) administers a national voluntary certification program for experienced technicians in three areas. A minimum of two years of documented work experience is required to take one of the exams. Society chapters organize groups to take the exam, and the national office administers the test. Although RSES exams do not include a "hands-on"component, the questions are pulled from actual experiences rather than principles. The test measures not only knowledge but also the ability to troubleshoot mechanical and electrical problems. To illustrate how well the exam assesses actual on-the-job experience, the RSES Testing Director cited a top graduate of an HVAC(R) postsecondary vocational school program without work experience who took the exam as an experiment and received less than 50 percent (70 percent is passing). The Testing Director also notes the challenge of designing an exam when the use of equipment varies regionally (Conversations with Mark Kind, April and August 1990).

The National Institute for Automotive Service Excellence (ASE), a nonprofit, industry-supported corporation founded in 1972, sponsors a voluntary competency testing and certification program. A minimum of two years work experience as a

technician is required, though one year's credit is sometimes given for established courses in accredited trade and vocational schools.

Tests for automobile technician certification and for heavy-duty truck technicians are given in six areas, as well as one test each for auto body repairers and painters. Technicians passing all six tests are designated as Certified Mater Technicians. As of November 1989, there were 250,000 ASE certified technicians, of whom 56,000 were Certified Master Technicians (automobile and/or truck). Technicians must be retested every five years to remain certified.

A new National Certification Program for Homemaker-Health Aides has been developed by the Foundation for Hospice and Homecare, with the support of the Administration on Aging and an advisory committee. There are three requirements for certification: seventy-five hours of training, including fifteen in field practice with clients and under direct supervision, based on a model curriculum and teaching guide or a comparable curriculum; a competency evaluation, in which a Registered Nurse uses a checklist of seventeen essential skills to observe and evaluate the homemaker-home health aide; and a national standardized written exam developed by an industry committee, in cooperation with a national testing firm, and field tested for reliability and national validity to match the national job analysis.

There are quite a few other industry-sponsored, voluntary certification programs (in addition to apprenticeship programs) that require a minimum amount of on-the-job experience in addition to passing a written exam. Generally, these programs do not specify the competencies to be mastered within the actual job experience, though there may be requirements that the job experience be at firms that have certain types of equipment. Usually written manuals inform workers about the scope of the written exam, and the exam, often written with the assistance of a professional testing organization, is designed to test for mastery of requisite skills. Recertification is sometimes required after several years, to ensure that workers' performance reflects changes in technology and practices.

Presently most association-sponsored skills certification programs are voluntary, and the degree to which they are required and/or encouraged by employers varies considerably throughout the industry and across the nation. This brings us to ask: What should be the role of the U.S. Departments of Labor and Education, regional public-private partnerships, and state licensing and customized training agencies in terms of supporting industry-sponsored certification programs? This question is integral to the development of a national framework to support structured work-based learning. The following sections explore current coordination efforts between business, vocational training institutions, labor, and government in the area of structured work-based learning.

Illinois, through its Prairie State 2000 Authority, is one of five states (the others are Indiana, Kentucky, Michigan, and Ohio) that currently supports the North American Auto/Steel Curriculum Research Foundation, Inc., which was founded in May 1990 and is currently completing the development of a national model steel stamping technology curriculum. In addition to these five states, the foundation is currently supported by the U.S. Labor Department's Office of Work-Based Learn-

ing, the province of Ontario, and the Canadian ministries of Employment and Immigration, and of Industry, Science, and Technology. Private sector support comes from the Auto/Steel Partnership Program, UAW/Chrysler National Training Center, the General Motors, Ford, and Chrysler corporations, and ten major steel (principally sheet steel) companies.

The foundation's Study Coordination Committee, with input from the various public and private sector funding sources, is also beginning to explore ways for providing skills certification and for developing an associate degree program.

Vermont has established State Technical Committees that, in conjunction with the state Board of Education, review and validate the vocational-technical curricula for programs offered at Area Vocational Centers. The twenty-seven committees, for occupations ranging from aircraft mechanics to culinary arts to welding/metal fabrication, are composed up of individuals with technical expertise from industry and government agencies. Most programs at the Area Vocational Centers are secondary pre-apprenticeship programs, though some lead to certification programs and, through agreements with community colleges, may be used toward associate degrees.

The Vermont Building Trades/Construction Trades Committee, in cooperation with the state departments of Education, Public Service, and others, has recently established a curriculum-based building program called Vector (Vermont Energy-efficient Construction Training Opportunities and Resources). VECTOR will build a resource center to serve as a model of energy-efficient construction, a demonstration site for energy-efficient construction, and a demonstration site for energy-efficient technology. It will be affiliated with public postsecondary education in Vermont.

In California, the Employment Training Panel (ETP) was created in 1982. The seven-member panel, appointed by the Governor and state legislature, administers funds collected from employers by way of a tax that is related to the unemployment insurance system. ETP provides funding for performance-based programs, paying a budget-based fixed fee for every person who is able to retain his or her job for a minimum of ninety days after training and hiring processes are completed. Trainees either must be unemployed or in danger of losing their jobs. Some ETP-funded programs are described here.

ETP currently has contracts with two trade associations: the Los Angeles Chapter of the National Tooling and Machining Association (NTMA) and the Bay Area Engineering Societies' Committee for Manpower Training (ESCMT). NTMA is retraining existing employees (journeymen) whose average age is fifty-five and whose skills are outmoded. NTMA trains them to use numerical and computer-numerical control machines. ESCMT is teaching computer-aided drafting and design skills to seventy-two designers and drafters for fifty companies. The course involves 102 classroom hours on theory, forty-eight hours lab practices, and thirty hours of structured, on-site training. On-the-job training is limited because personnel cannot be spared from production.

Another ETP-funded program is run by the CAPCO Management Group, which is opening a ten megawatt biomass power plant to burn agricultural waste (obtained through contracts with farmers) to produce energy (enough for 3,000

homes). It will sell the product to Pacific Gas and Electric Company. CAPCO is recruiting current or recent unemployment insurance recipients and providing them with 240 hours of classroom instruction and 260 hours of structured on-site training.

ETP has recently collaborated with ED/Net (the Economic Development Network program of the Chancellor's Office, California Community College on projects that help businesses use the educational resources of California's 107 community colleges. One project is the California Supplier Improvement Plan (CalSIP), which also involves the Department of Commerce, and targets over 5,800 small employers that are suppliers to the aerospace and defense industries. Through a network of community colleges and university service deliverers, CalSIP offers training in Total Quality Management, a process that continuously improves product quality by setting standards, monitoring defects, analyzing their cause, and improving the system to reduce the likelihood of further defective products.

Accreditation

Accreditation of structured work-based learning providers could ensure that the training is of sufficient quality and that the certification of skills is meaningful. This might particularly be an issue for training providers serving consortia of smaller businesses. However, it is important to develop accreditation processes that, combined with the skills certification process, strengthen the nation's workforce and therefore our position in the world economy, while at the same time avoiding overly exclusionary credentialing or licensing policies.

Presently, occupational training programs are accredited in one of several ways. Programs that are affiliated with degree-granting institutions may be accredited (as part of the institutional accreditation) through regional accrediting agencies that are recognized by the Education Department's eligibility and agency evaluation staff and/or the Council on Postsecondary Accreditation, a nonprofit corporation that evaluates accrediting associations. However, generally certificate (rather than degree) granting vocational schools are not eligible for accreditation.

This is partly due to the practices of accrediting agencies. A study funded by the Carnegie Commission on Higher Education found that accreditation suppresses innovation and recommended that accrediting agencies look at qualitative factors such as student performance, student satisfaction, and career advancement of graduates rather than quantitative factors such as the percentage of doctorate holders on the faculty, books in the library, student-faculty ratio, or acres of campus (Mood 1972).

This situation has recently lead some states to consider setting up an alternative mechanism for accrediting at public postsecondary technical schools. The current accreditation system for two-year degree granting institutions is part of the regional accreditation system for four-year colleges and universities and, as such, inhibits the use of training techniques such as structured work-based learning or "quick start" in degree-granting situations. Certain requirements of this system are unnecessarily costly for institutions (e.g., inappropriate instructor credentialing and library standards) and fail to provide for the systematic involvement of employers in

training design and training standards development. Nor do they facilitate competency-based training, rewarding instead time-based systems of instruction.

A solution currently being explored is the establishment of a new national technical training accrediting body that would include substantial employer involvement; develop accreditation criteria relevant to occupation training; eliminate criteria not conducive to the efficient preparation of skilled technical workers; encourage mainstream use of condensed education and training, work-based learning, and competency-based instruction in degree-granting situations; and facilitate the development of national competency standards for a wide range of technical occupations. The development of such a new body, while technically not difficult, would require considerable effort if it were to gain broad acceptance. Such an effort would require active participation by states, which heavily influence public postsecondary technical education, and by industry, labor, and the appropriate federal agencies.

Another approach is professional/industry associations' accreditation or certification of training programs in their occupational area. For example, both college and noncollegiate programs for medical assistants and medical laboratory technicians are accredited by the Accrediting Bureau of Health Education Schools/Programs. In the automotive service industry, programs are certified after being evaluated in relation to nationally accepted quality standards established by the National Automotive Technicians' Education Foundation. Other examples are certification of graphics arts training programs by the Printing Industries of America, Inc., and a program developed jointly by the Associated General Contractors of America and the National Association of State Directors of Vocational Education.

The Accrediting Council for Continuing Education and Training (ACCET) is recognized by the U.S. Department of Education to accredit programs at nondegree-granting institutions. One ACCET requirement relevant to job performance learning is that if an externship experience is part of the educational program than "a preplanned outline of skills or knowledge to be acquired must be clearly defined,"and the experience must include active supervision and continuous evaluation by qualified staff.

Associate Degrees That Incorporate Structured Work-Based Learning

The National Governors' Association 1990 report, *Educating America: State Strategies for Achieving the National Education Goals*, recommends steps states can take in establishing a national comprehensive competency-based credentialing system. Enabling qualified individuals to receive credit toward an associate degree for employer-sponsored work-based learning should be an integral component of this system and would help ensure portability across states. As noted above, there is employer demand for linking work-based learning to a specific associate degree program rather than arranging for general college credit.

Questions that must be addressed in developing such a system nationwide include:

- How can such programs be designed to provide up-to-date technical skills, knowledge of basic theoretical principles, and the general education

needed for career advancement while accommodating local employers who may request narrow job-specific programs to meet their hiring needs?

- What arrangements could be made for employees of small business? Would cooperative arrangements through consortia of large and small firms within the same industry be feasible (e.g., employees of small suppliers of large firms could be included in cooperative arrangements among the large firms and the community college system)?
- Would colleges require payment from companies/industry associations in order to grant credit for structured work-based learning toward degree programs? Or would donations of equipment, provision of outsite facilities for training, and company staff time toward curriculum development and/or instruction be sufficient?

A chemistry-based technology group that includes representatives of industry, business, and education, and was organized under the auspices of the National Council on Vocational Education, recently made recommendations regarding the development of competency-based programs. The group emphasized the importance of providing both knowledge of basic chemical and other scientific principles and the general education needed for career advancement. They postulate that designing narrow job-specific programs to meet urgent hiring needs of local companies is inefficient and produces inflexible workers who need expensive retraining as technology changes. Rather, project-specific training should build on a set of foundation competencies.

Joint apprenticeship-associate degree programs or dual enrollment programs were designed to provide general training in an occupation area, a general education in the form of an associate degree, and structured on-the-job training for a specific job. These programs are some of the few examples in this country of formal on-the-job learning fulfilling a substantial portion of the requirements toward an associate degree. The American Council on Education (ACE) report, *The Feasibility of Awarding Postsecondary Education Credits for Apprenticeship Programs*, has served as a guide to get dual enrollment programs started.

The International Union of Operating Engineers program started in 1972 as a DOL-funded demonstration. Programs were initiated in more than twenty states, serving more than 2,300 apprentice operating engineers, typically with enrollment in community colleges. Generally, apprenticeship classroom instructional hours convert to credits using the same formula as college classroom hours. Work experience is assessed for credit on a case-by-case basis. Colleges have translated the operating engineer experience into credits equaling from 50 to 80 percent of the requirements of an associate degree.

In Vermont, an advisory committee with business, education, and government representation, is presently in the process of developing appropriate curricula and a delivery system for a new carpentry apprenticeship program. This committee is now incorporating already-completed secondary school level carpentry skills competencies into the current apprenticeship curriculum so that secondary school program completers can earn credit toward the total apprenticeship program requirements. This program, which has yet to be implemented, might serve as one

model of how competency-based on-the-job learning can be incorporated in "Tech prep"or "2 + 2"programs (integrated programs with a practical vocational component that allow high school students to earn credits toward an associate degree).

At the national level, the ACE's Program on Noncollegiate Sponsored Instruction (PONSI) was established in 1974 to evaluate and make credit recommendations for educational programs and courses sponsored by nondegree-granting noncollegiate organizations, in order to assist colleges/universities in awarding credit for successful completion of noncollegiate-sponsored learning. The PONSI does not normally review informal on-the-job training, but the formal nature of structured work-based learning may make it eligible. It is noteworthy that the factors to be considered by PONSI reviewers in making credit recommendations include pre- and post-course assignments, prior work-related experience, and course material reinforcement in the subsequent work setting. Should the PONSI efforts, with appropriate industry, labor, education and government input, be expanded to include degree program recommendations?

So Where Do We Go From Here?

We suggest that the ground has already be broken for the national framework proposed here. Within the state and regional public-private partnership programs described above (as well as in many others across the nation), the building blocks for a "world class"training system may be found. Yet, in order to ensure a successful national system, we must carefully address the questions raised in this paper. In order to do this we must:

- Continue research and demonstration efforts, keeping in mind that innovation, evaluation, and information sharing should be encouraged, and that what works in some states or regions may not work in others.
- Continue to learn from the practices of other nations, while realizing that the national framework that evolves will be, as a whole, uniquely American.
- Make special efforts to assist small businesses in building their human resources. Limited time for on-the-job learning is a particular problem for small businesses, both in terms of the trainees themselves, and the experienced worker, mentor, or supervisor who is providing them with structured one-on-one guidance.
- Encourage regional public-private partnerships that include federal as well as state participation and, when appropriate, participation by foreign governments (e.g., the North American Auto/Steel Curriculum Research Foundation, Inc. described above). The rationale for a regional emphasis is threefold:
  - There are currently many regional entities that could serve as the building blocks for a national framework. For instance, DOL's regional offices, regional college and university accrediting associations, and cooperative arrangements among states facilitate licensing requirements for businesses across state lines.

- Regional mobility rather than national mobility should be actively promoted and encouraged. The advantages of this concept range from enabling some dual career couples and families to have shorter "commuting"distances, to reducing public college costs while increasing student options (reciprocal arrangements on "in-state" tuition), to reducing our gross national consumption of fuel!
- Finally, a regional emphasis seems to be the most natural way to move our federation of united states toward a more perfect national union.

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Idaho's Public/Private Training Collaboration at the Workplace

by Jane Daly

As Idahoans approach the year 2000, the primary challenge is to ensure a quality workforce possessing twenty-first century skills—a workforce capable of meeting the demands of the complex technical workplace of the future. The review of data prepared by the Governor's Workforce 2000 Task Force suggests that Idaho may face a shortage of workers who can qualify for jobs.

Three external forces are driving changes in the workforce: demographics, technology, and global competition. All three have a great impact on the quality of Idaho's workforce. The nation's workforce has been predominantly male and white. Now for the first time, the pool of eighteen- to twenty-one year old workers is declining. This shrinking pool of young workers, the aging "baby boomer"workers, and a dramatic increase in ethnics and women entering the labor force, are all causing the workforce to look demographically different than ever before in the history of our country. These demographics alone are changing the way business is done in the workplace. With more women in the labor force, more day care and more flexible hours will be required. With the labor force "aging,"more portability in benefits packages will be required and different retirement incentives will have to be developed.

All of these changes, coupled with the fact that more highly technical jobs are being created than there are skilled workers in the job market, are creating a pool of workers who are inadequately prepared to meet the demands of the jobs of today and tomorrow. Technological changes are creating a situation in which 72 percent of the new jobs by the year 2000 have not even been invented today. These newly created jobs will have as their basic criteria at least a college degree or certification beyond high school. The growing global competition is creating an intense demand for inexpensive, skilled workers. These forces are driving the need for education in the workplace.

It has become imperative that business "retool" the worker to meet the demands of the future. According to a joint publication of the U. S. Department of Labor and the U. S. Department of Education, *The Bottom Line: Basic Skills in the Workplace*, about 25 percent of the nation's adult workforce will need major retraining for future jobs. Basic literacy skills are no longer simply reading, writing, and arithmetic. Because of all the upgrading in plants and other technological changes in the worksite, the basic ability to read, write, add, and subtract just isn't enough; today's basic job requires not only these skills but much more. Employers are seeking a more autonomous worker—one who can make decisions, communicate, compute, and comprehend as well as read, write, add, and subtract.

Business, education, and the public sector are being forced to adjust their way of work. The business sector buys the educational systems product (the student) and the public sector trains targeted populations (the hard-to-place) to be skilled workers. Therefore, the timing was right to form a partnership of these three entities—business, education, and the training system—to address the quality of Idaho's labor pool.

Because of the state's vast geographical distances and relatively small population, it was important to design an efficient delivery system to ensure success of the program. Idaho is rated as the most rural state in the nation according to the 1986

Census Bureau, with less than 20 percent of the population in metropolitan areas. The total population for the state is just over 1 million, and there are only nine cities with a population of more than 10,000. Idaho is very large geographically, with considerable distances between cities. The state is divided into six planning regions, with a public postsecondary vocational-technical school, private industry council, and Department of Employment local job service office located in each area.

Not only did Idaho have to surmount the geographic challenges, but because the educational and training challenges for business and industry are so immense, it was determined that a single entity could not attack the broader workplace literacy problems. For this reason, the Idaho Partnership for Workplace Literacy was formed in June 1988. The Idaho Partnership for Workplace Literacy is composed of the:

- Idaho Association of Private Industry Councils (IAPIC,) which has representatives from the six private industry councils in the state serving on a statewide committee;
- Consortium of Area Vocational Education Schools (CAVES), which has representatives from the six public postsecondary vocational-technical schools and the State Division for Vocational Education; and the
- Department of Employment, which is the designated administrative entity of Job Training Partnership Act (JTPA) funds for the state of Idaho and serves as the primary deliverer of employment and training services.

The purpose of the Idaho Partnership for Workplace Literacy is to coordinate the effective delivery of basic literacy and occupation skills training necessary for the changing demands of the workplace. This partnership was formed to create coordination, increase public awareness of the need for workplace literacy, and provide literacy programs designed to meet business needs.

Workplace literacy programs focus on the specific skill needs of workers to perform their jobs. These programs are designed to address the requirements of the job by providing skills training for the worker whose education preparation has been below the baccalaureate level. Using the adult basic education system and the vocational-technical schools provides a transitional program for the employed worker. The emphasis of the curriculum concentrates on workers' developing the ability to use computation, communication, and other basic skills in the context of their particular job.

One year of funding was obtained from the U.S. Department of Education. The administrative entity was the Idaho Division of Vocational Education. The grant provided funding for six regional part-time coordinators and one full-time staff person in the vocational education department. Travel and training for the staff, as well as day care support for trainees, was planned in the grant. Other staff involvement (i.e., job service employees) was considered as in-kind match. The total cost of the grant without in-kind figures was $386,300. Our proposal was met with some skepticism because the U.S. Department of Education staff did not believe such a broad group of organizations could coordinate successfully even though we had a long history of mutual project operation.

One of the methods to enhance coordination was to form a steering committee. This committee was composed of the director from each of the partnerships plus the liaison from the Governor's office and the workplace literacy coordinator from vocational education. The steering committee's role was to set policy, approve or disapprove all project requests, and oversee the grant.

Throughout the project, the steering committee had several barriers to overcome - a definition of workplace literacy was one. One source describes workplace literacy as "training to improve the ability to use computation and communication skills in the context of the workplace." However, there appears to be no consistency in workplace literacy definitions used nationally, or among educators of the various disciplines. It is therefore appropriate to offer a composite explanation of workplace literacy as it relates to Idaho's workplace literacy program. We define workplace literacy as the basic skills needed to perform work successfully, commonly referred to as job-related or workplace literacy skills, and generally including mathematics, reading, editing, speaking, listening, and the ability to apply these skills in problem-solving. Workplace literacy differs from general literacy in both content and purpose as it addresses specific needs of workers on the job. For this reason, workplace literacy cannot be defined in static terms as it is constantly changing to meet rapid changes in the workplace.

In development of the grant, the committee envisioned workplace literacy as meeting an unserved need by providing a transition between generic basic skills and technical skills training. The workplace literacy training that is offered is customized to be job specific. Computer usage is an example. Workplace literacy may include introductory computer skills needed to familiarize a student with the computer as a workplace communication tool. Specific computer applications were considered job-specific training.

Beyond definitional problems, another barrier the steering committee had to overcome was the ability to accurately estimate the cost of training. We overestimated the cost for training employees at the worksite. The individual companies assumed most of the cost for training their employees. The grant allowed for about $103,000 for subproposals; in fact, expenditures totaled $82,398.

A third barrier was day care. The steering committee believed there would be a significant need to budget for the provision of day care for the trainees. As it turned out, there was no need to budget for day care because trainees were allowed time off from work and, in most cases, had already made arrangements for day care during work hours. In addition, the number of training participants who would most likely need day care services could be estimated. The type of projects that were granted funds for worker retraining, in some cases, determined the gender of training participants. For example, fire departments, police departments, wastewater treatment plants, and wood products companies received subgrants. Out of 953 participants trained, 515 were female and 438 were men.

By the end of the year, training was conducted in forty-two companies. Training was provided in a wide range of basic and technical skill areas. Some of the training reflects the broad flexibility of the workers' needs. Significant training was given in reading, writing, and computation skills to enhance capability in narrative

and statistical report writing or manual reading. Learning to learn was a focus in many groups as was computer literacy skills. English as a Second Language was provided to police officers and others who needed to communicate with a primarily Spanish-speaking population. In other subgrants, Spanish-speaking workers were given training in English in order to better understand instructions on the job.

One of the more interesting projects included training in sign language so that hearing-impaired and other workers in particularly noisy environments could communicate work instructions on the job.

Assessment was a key ingredient for success. The project coordinators and job service staff conducted job analyses and employee assessments to determine skills required on the job and the skill levels of employees performing those jobs. The assessment results were used for program planning and curriculum development.

As a result of these assessments, the project staff compiled information on student progress in one or more of the following areas: reading and math skill levels needed for job performance; current reading and math skill levels of employees; the student's ability to use printed material on the job; pre- and post-test results of participating employees; and demographic information on participants, including age, sex, ethnic background, education level, and length of employment.

The actual accomplishments of the project were significant. One of the objectives of the grant was to provide General Educational Development (GED) preparatory courses through the statewide public broadcasting system for adults who are unable to attend regular programs. The project contracted with the state for a forty-three part GED tape series to provide the courses for adults. The tapes were run twice a week for forty-three weeks. These broadcasts are available on tape for use at the adult basic education centers. There have been more than 100 inquiries from adults regarding GED courses as a result of these broadcasts.

The Kraft Company in Pocatello, Idaho, relocated its entire plant to California. Workers had a choice of moving to the new location or staying in Pocatello and finding a new job. As part of a rapid response effort, a survey was sent to all workers to determine their needs, including interest in pursuing a GED. Response to the questionnaire indicated that thirty-eight persons were interested in pursuing a GED. As a result of evaluation and testing of these individuals, two dislocated workers were enrolled in a GED class.

Another objective was to establish an identification and referral network of social services, employment and training agencies, community-based organizations, and JTPA service providers. The statewide network identifies adults who are in need of basic literacy services and refers them to the appropriate adult basic education center or outreach program for services.

The workplace coordinators located at each of the postsecondary and vocational-technical schools in Idaho made monthly contacts with area job service offices, private industry councils, and various other agencies. This statewide network enhanced referrals, helped identify potential literacy clients, coordinated services, and identified potential work sites for project proposals.

The objective of establishing a business and industry identification and referral network to educate business and industry employers on the importance of workplace literacy and to identify those businesses that are in need of workplace literacy services was very successful.

More than 600 business and industry contacts were made by the workplace literacy coordinators in conjunction with local job service representatives. These contacts resulted in thirty-one subproposals being funded and more than fifty literacy partnerships being signed. These partnerships provided training to a total of 953 participants. Several companies have continued the literacy effort and are among those using the partnership format to provide curriculum, resources, and instructional support without the financial aid from the grant.

The last objective—to provide workplace literacy programs designed to update and upgrade basic literacy and occupational skills of employed adults to meet changes in workplace requirements, technology, products, or services, and to increase productivity at the work site—was achieved.

The majority of the projects were developed to update and upgrade basic literacy and occupational skills of employed adults. Curriculums were developed using company manuals and production schedules as companies made changes in the workplace usually due to technology improvements or product innovations.

The Northwest Regional Educational Laboratory was the entity chosen to provide an independent evaluation. The evaluation was conducted to provide feedback to the staff for program improvement and to document the processes and outcomes of the project. The latter information should be of special interest to those thinking of replicating all or part of this workplace literacy project as well as to policymakers.

Employer satisfaction, participant satisfaction, and individual program success were evaluated. Employer satisfaction was measured by an exit interview and a six-month follow-up questionnaire. Participant satisfaction was assessed through the use of written student evaluations. Each individual program was evaluated using pre- and post-test data along with the results of the employer and participant evaluations.

As the evaluation attested, the project was an important beginning to address the problem of decreasing skills of the workforce. The project has reinforced the need for coalitions among business, education, and employment agencies. Without the total cooperation and integration of the services and staff, this project would have been impossible. Each of the three entities contributed their area of expertise. The expenses were held to a minimum as there was no duplication of staff or service. This type of coordination is the trend of the future for most agencies. The agencies must push for interaction on a program level with business. The benefits are huge. Businesses pay the taxes that fund the agencies providing services needed by business. Too often the private sector has been left out of the coordination loop.

Programs such as the Idaho Workplace Literacy Partnership gain enormous positive visibility for the public sector and help educate the business sector as to the services available. This project enabled the state to make many business contacts.

The companies that were part of the project were impressed and were able to increase their productivity by having more skilled workers on the job. Most of the services provided were typical agency services, simply performed in a different environment. The bottom line for this grant was that business and industry are going to have to be more responsive to the demands for retraining their workforce. Businesses must coordinate with all the resources available to increase the skills of the worker in order to keep the economy profitable and to compete with other more technologically advanced countries.

No longer can each segment—business, education, or employment agencies—look to the other to correct or fix the undertrained laborer. The only solution that is economically feasible and can provide the needed product is a joint venture coordinating the state's resources and expertise with businesses' future needs.

Idaho's Workplace Literacy Partnership has proven that the key elements of working together, willingness to give up "turf,"and careful planning and coordination can produce a model that works in the business world.

Project RIO: A Special Initiative for Ex-Offenders

by Don Snow and Carl Robins

Project RIO was started in two Texas cities in October 1985 based upon the premise that employment would reduce recidivism. At that time, Texas was faced with dramatic prison overcrowding that had resulted in a federal court order mandating early release of prisoners. Today, Texas has 48,000 individuals incarcerated, 300,000 on probation, and more than 70,000 on parole. One in thirty adult Texans is under some kind of criminal supervision.

Based upon RIO's early success, it has been expanded to more than sixty Texas cities as well as included as a component in twenty-nine Texas prison units. Project Rio has secured employment for 27, 266 (63 percent) of the 42,990 offenders it has so far served (October 1, 1985 - July 31, 1990), and more than 5,000 employers participated in these hirings. During the last program year (July 1, 1989 - June 30, 1990), RIO secured employment for 10,656 (58 percent) of the 18,325 ex-offenders served under the project.

Follow-up statistics indicate that 56 percent of the RIO clients who go to work are still employed at six months. RIO participants who went to work returned to prison at a rate of 3 percent compared with a 10 percent recidivism rate for those who were not employed.

The cost of serving a RIO client is $300. This compares favorably with the $34,000 cost of incarceration. The following is a quote from a two-year follow-up study of RIO clients conducted by the Texas Department of Criminal Justice (TDCJ) Pardons and Paroles Division (PPD).

> Marginal improvements in recidivism rates can be enormously cost-effective, given the high cost of incarceration. This is particularly true when improvements in recidivism rates are affected by relatively inexpensive methodologies. This research would seem to indicate that the above statements are applicable to Project RIO. A 5 percent reduction in the recidivism rate of 15,000 Project RIO participants translates into 750 returns to prison avoided. At approximately $22,000 per recidivist ($13,000 per year x 1.7 years average length of stay), the savings of $16,500,000 (22,000 x 750) in operating costs alone (additional construction, bed capacity not included) is extremely cost-effective, given the annual $4,000,000 expenditure for Project RIO.
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> From the data presented and from a commonsense viewpoint, the program is most effective with those who have the greatest need for assistance and the greatest probability for failure. Increasing the employability of those least employable because of sociodemographic factors or criminal history factors appears to present the greatest opportunity for significantly reducing recidivism rates. This study indicates savings to the state of over $16.5 million a year in reincarceration costs through the operation of Project Rio. In addition, every ex-offender that is employed pays an average of $1,000 per year per capita in state and local taxes.

Project RIO has special assigned staff in Texas prison units who contact inmates interested in seeking employment after release. They offer interest/aptitude tests, education, and work experience programs. The prison RIO staff also assist the

inmates in obtaining documents that will be needed for employment. A written employability development plan is initiated for each RIO inmate and transferred to the TEC-RIO staff nearest the inmate's ultimate parole destination.

The Texas Employment Commission (TEC) operates full-service Project RIO offices in seven Texas cities offering services to ex-offenders referred by officers of the TDCJ-PPD. These services include program orientation information, special job search workshops, bus tokens for seeking employment, Targeted Jobs Tax Credit vouchering, fidelity bonding, job counseling, job development and placement services, and referral to supportive services and Job Training Partnership Act training programs. TEC also provides parolees special employment and placement assistance and referral services in TEC offices located in more than fifty Texas cities.

According to the Windham School System, 85 percent of Texas prison inmates are school dropouts. An equal percentage of the inmate population has no substantial history of employment, and 50 percent are unemployed at the time of arrest.

Obtaining employment is one of the most difficult tasks faced by an ex-offender fresh out of prison. As the above statistics reveal, the problem involves a serious lack of vocational and educational training, little or no work history, and fears about hiring an "ex-convict."

Any assistance provided the releasee to obtain employment will enhance his or her chance for success. Project RIO offers realistic assistance behind the "walls" and upon release.

For example, Project RIO identifies the barriers to employment experienced by ex-offenders and explains how to resolve them. It helps the releasee cope with "future shock" after long periods of incarceration. The project examines how to handle the stress of discussing the ex-offender experience, how to highlight personal strengths, and how to reinforce these strengths.

People emerge from prison with a host of problems—namely few job skills, less than a high school diploma or high school equivalency diploma, addictive personalities, estranged family and friends, no funds and sometimes homelessness, no self-esteem, and an attitude of losing.

For some, prison seems merciful compared with what they face once they are released. "There is nothing free in the free world," as one Texas parolee observed after a few weeks of freedom and frustration. Failure is not permanent, yet without a job, one's chances of breaking the revolving door syndrome is poor at best.

In the face of so many barriers to successful adjustments, just how important is employment? Without question, employment is the foundation from which a new life must be built. Employment develops positive feelings of self-worth, financial support, social commitment, and a sense of belonging to the community.

An ex-offender who obtains employment is three times less likely to re-offend than one who remains unemployed. We at Project RIO recognize the fact that the ex-offender is going to work or he or she is going to steal. There is no other option.

We fully recognize society's urgency to address the deep and ever-worsening negative social conditions that breed crime such as numbing poverty, drug and alcohol abuse, the climbing school dropout rate, and the lack of mental health treatment programs. Yet, when the issue is combatting repeat offender crime, nothing is a more decisive weapon than placing the ex-offender into the workplace.

We now know that people change when they have the opportunity to change, when they have a decent job, and when they have the hope of a better future for themselves and their families.

A Texas prisoner said it best: "Without training, the ex-con is frustrated. Without opportunity, he is angry. Without support, he is unstable. And without motivation, he is dangerous."

The Project RIO staff within the Texas Department of Corrections prepare inmates with training, support, and opportunity. They attempt to motivate these men and women with an ongoing course of priority setting, priorities that include securing employment, meeting obligations, dealing head-on with recovery from chemical addiction, and accepting the fact that full recovery takes time, hard work, and an attitude of winning.

Project RIO is a major part of this all-important preparation, both in prison and upon release. In addition, we strive to educate the public about the need to reduce crime by employing ex-offenders. We do not market Project RIO from altruism, but rather as the best method for saving tax dollars and for saving property and lives. In short, we view employment as the most logical way to reduce crime.

Fifteen Agencies—One State Human Resource Development Plan

by Kathleen T. Wimer

Introduction

Significant shifts in Connecticut's economic base occurred between 1970 and 1990. Nonmanufacturing employment recorded a 75 percent increase, while manufacturing employment decreased by 16.4 percent (Tianti 1990). The release of a plethora of alarming reports about the mismatch between people's skills and those required on the job paralleled this shift. Meanwhile, the state's first comprehensive inventory of education and training for employment (ETE) programs revealed that seventeen state agencies administered thirty-five separate programs during fiscal 1986, with a combined budget of more than $240 million. Nonetheless, the State Job Training Coordinating Council's (SJTCC) 1987 annual report said: "[Both job seekers and businesses are] unable to use and to benefit from available resources because of daunting administrative and bureaucratic barriers"(Feagles 1988).

Connecticut Labor Commissioner, Betty L. Tianti, successfully introduced state legislation in 1989 to establish the Connecticut Employment and Training Commission (CETC). The commission's charge is to function as an SJTCC as required by the federal Job Training Partnership Act, but also to devise a plan "for the coordination of all employment and training programs in the state...to promote the delivery of comprehensive, individualized employment and training services." The commission released the state's first strategic plan for workforce preparedness, The Connecticut Human Resource Development (HRD) Plan, in June 1990.

This paper describes in the words of some of the participants the elements that proved essential to development of the plan. It presents their prognosis for successful implementation, describes possible barriers, and ends with their views of the lasting benefits that will materialize.

Connecticut's HRD Plan

Development of Connecticut's strategic plan for workforce preparedness involved representatives of large and small businesses, labor organizations, education, community-based organizations, and state and local government. The HRD Plan they developed includes fourteen specific strategies for marshalling the resources of several agencies behind a single set of statewide goals and objectives. Determination of four initial goals began the planning process. They are: to match workforce skills to those required in the workplace; to improve opportunities for disadvantaged citizens; to provide for the successful transition of Connecticut's youth into the future workforce; and to develop and maintain a coordinated education, job training, and placement system.

Commission members divided into four committees according to each of the four goals. With state Department of Labor (DOL) staff doing the leg work, each committee undertook an extensive fact-finding phase from September through December 1989. The committees interrupted their work from January through March 1990 after they submitted their action recommendations to the Governor. That is when the state agencies worked together to develop strategies for action that responded to the commission's recommendations. The committees reconvened in April and May to review the strategies the agencies proposed before including them in the overall plan, which the legislation required be completed by June 1, 1990.

The Connecticut HRD Plan is distinguished from previous calls for action insofar as it establishes specific outcomes to be achieved within the duration of the annual plan. Some of these expected outcomes include: a 65 percent increase over last year in the number of dislocated workers enrolled in training programs; an increase by 500 in the number of job trainees employed in jobs that result from economic development activity; two model workplace-based literacy programs for future application with additional businesses; a central clearinghouse for employers seeking to gain access to state HRD services; an increase in the rate of high school graduates employed in occupations for which they have been prepared; streamlined procedures, at least at one pilot site, for job seekers in need of HRD services; an increased number of family resource centers where parents can get help to solve problems that keep them from working. Another unique feature of the Connecticut HRD Plan is that it names agencies responsible for implementing its strategies and for achieving the expected outcomes.

Elements of Successful Planning

Before planning commenced, questions arose among agency heads and business leaders about the potential for success of an effort to be spearheaded by the DOL that had not previously exercised leadership in state circles in innovation and collaboration. Lynn Dallas, Director of the Department's Office of Job Training and Skill Development, staffed one of the commission's committees. She reminisced during an August 16, 1990 interview: "Before all of this started, there was a great deal of distrust. Everyone worked very hard to minimize that, especially here at Labor. We wanted to create an environment where people could decide what needed to be done and could, subsequently, claim ownership over the decisions."

John Saunders, the Deputy Commissioner for Employment and Training in DOL, oversaw the commission's entire planning process. He identifies monthly Human Services Cabinet meetings of agency commissioners as the factor most critical to the process. "The commissioners of the seven state agencies appointed to the commission, in private, gave us guidance in shaping the planning process. Despite sometimes tough negotiations, everyone stuck with us with dedication and good humor even in the face of difficulties announced almost quarterly—escalating state deficits, mandated across-the-board spending cuts, and the Governor's withdrawal from a re-election bid."

Stephen Heintz, the Commissioner of Economic Development and a CETC member, agrees. "The Human Services Cabinet has been a good forum to discuss issues in a multi-agency context."

CETC member Norma Foreman Glasgow, Commissioner of Higher Education, adds, "One key was concurrence with the four goals. [The state agency heads who proposed them to the Governor] acknowledged that each of us diligently tries to perform functions to accomplish those goals; but we also looked at the articulation, the junctures of where problems cut across a lot of the agencies and examined how to focus our resources to accomplish the goals upon which we had mutually agreed."

In the estimation of commission member Anne Wingate, Director of the Connecticut Council on Vocational and Technical Education, "It was important that

you had the tacit agreement of all the commissioner-level people that what came out would be what they would attempt to do. Everyone was dealing from the same base which was, 'Yes, if we can really decide that some things need to be done, we really are going to try to do them.'" Lee Dailey, CETC member and Manager of Employee Development at United Technologies Corporation, the state's largest employer, reiterates that the concerted participation of the agencies' commissioners was essential. He says, "Without the involvement of the commissioners, [the effort] would have been futile. There were no surprises. We didn't come to them at the end of the commission work and say, 'By the way, here are your to do's for the next year.'" Dailey continues, "Most of the committee chairpersons were from the private sector. I think that was also key; that most of the committees had oversight by someone outside of government, outside of staff. We were able to accomplish a lot within a very ambitious time frame only because the proper players were identified up front."

Theodore Sergi, Director of Adult, Vocational, and Technical Education in the Connecticut Department of Education, participated actively in the development of the HRD Plan. Sergi identifies the time frame set for completing the plan as the most essential ingredient of the process. He says, "I am a firm believer in saying, 'We have to finish by a fixed date.' In [the commission's] case, that date was absolutely June 1, 1990, according to state statute. DOL staff kept everyone on track by reminding them we had to get it done by then."

CETC member John Olsen, President of Connecticut's statewide AFL CIO, believes the whole process put in place was critical to the planning. He says, "The success of the endeavor depended on breaking down into committees and having real working groups of people putting in a lot of time and effort and actually writing our action recommendations. As chairman of one of those committees, I know better than anyone else that we and not staff are the authors of the plan."

Perhaps Commissioner Glasgow identifies, overall, the ingredient that contributed most significantly to the success of the planning process. She says, "There was a refreshing degree of candor. We were honest enough to say, 'What we are doing now is no longer working.' We must have a new delivery system and be honest enough to say, 'This is going to involve some shifts in where dollars flow and different approaches to working with people.'"

Ingredients for Implementation

If plan implementation depends on broad support, that prerequisite exists in Connecticut. Dailey, for example, says of the Connecticut HRD Plan, "It's very comprehensive. We are talking about a major restructuring, particularly with our recommendation of regional HRD boards. All of the strategies are aggressive. We did not want to put together something we knew would be an easy sell. We said, 'Let's not let things such as anticipated resistance, politics, or even money get in the way.' It's a darn risky approach, but I think what you get is a more elegant plan."

CETC Vice President Kenneth Gunderman, Executive Director of the Thames Valley Council on Community Action, concurs with Dailey concerning the aptness of the plan for developing the state's workforce. He says, "We are at first base looking toward second."

"It isn't that everything I wanted to see got into the Plan,"Olsen says. "Most labor leaders recognize what I recognize myself; we can't do anything in a vacuum. We need to incorporate the interests of business, government, and others to have a plan that's going to work, so it is almost like negotiations. By the end, everyone has something they feel they can go forward with and work with. This plan is something I can work with, and it is going to help solve the problems."

Wingate is optimistic that the strategies in the plan will be implemented. She says, "The process of identifying what needs to be done and then identifying who needs to do it and doing that in fine detail was important." Sergi believes that designating responsibility for attaining expected outcomes will help assure successful implementation. He says, "I'm a big fan of what elementary and secondary educators call 'accountability.' Take the plan's strategy on adult education that delegates responsibility jointly to the Departments of Education and Higher Education. Someone or some agency must be responsible for coming forward with this package of reforms. The Departments of Education and Higher Education have been given a mandate, and we will complete that assignment by January 1, 1991."

Glagow adds, "Consideration is going forward of legislative statutory changes that would establish every adult's right to a high school diploma."

Dallas, responsible for four of the plan's fourteen strategies, says implementation is well underway. "I like to think of the strategies as a series of exercises that consists of all the parties developing methods for continuing the collaboration and coordination that really began with the planning process. Developing a clearinghouse through which multiple agencies can respond to employer HRD needs requires agencies to focus on a customer satisfaction model. The uniform needs assessment we're developing with the Department of Economic Development and the community colleges as part of the clearinghouse moves us in that direction."

Heintz agrees. He says, "We're developing a much stronger network of agencies. We're making progress in getting our client delivery systems to focus on the trainee and on the individual or collective needs of the employer as we implement the plan."

Barriers to Implementation

Headlines that increase estimates of the state's budget deficit by increments of $100 million portend the major barrier to full implementation of the Connecticut HRD Plan. This, at a time when the CETC believes the state needs to respond, for example, to the fact that more than a quarter of the current adult workforce lacks a high school diploma. What Sergi says is, "Sometimes you have to put a number out and say, 'It is going to cost us $10 million to do these things,' and then let the Governor and the legislature assign a priority to these needs by allocating resources."

Glasgow reiterates the point. She says, "Even if we all were to agree that there are some dysfunctional overlaps and there might be a mismatch between where funds are flowing and where the major problems reside, the resources are not adequate. Incentive dollars, especially dollars to reinforce the coordination that has been a hallmark of this planning, are critical."

"We fail in investment on the individual level,"says Olsen. "Look what happened when we didn't invest in infrastructure. The Mianus River Bridge over Interstate 95 collapsed. Human resources are another vitally important infrastructure that requires investment."

Are there barriers to implementation besides limited fiscal resources? Gunderman says, "The next Governor's transition team will be critical. A renewed executive commitment and leadership in the various departments will be essential for staff to move forward with implementation."

Dallas, too, notes the critical relationship between agency management and staff. She says, "Coordination and collaboration are part of this staffs' merit incentive review process. I'm not so sure this emphasis is in place in other agencies. Do we all reward managers for undertaking these activities?"

Long-Lasting Gains

Despite the barriers that constricted funds, changing administrations, and increased demands on staff pose, Connecticut will realize lasting effects as a result of the HRD Plan. According to Dallas, for example, "We are building a method across state agencies not only to design a clearinghouse and not only to design some workplace-based training models; we are devising ongoing processes and procedures not only to be adopted as nonfinancial, interagency agreements but to be internalized by-line staff."

Martha Hunt, Director of Program, Planning and Policy at the Department of Economic Development, agrees. "One of the key products of the commission's work has been the increased number of times Department of Economic Development people, traditionally accustomed to dealing mainly in terms of plant and equipment, and DOL people, involved with supplying trained labor, talk to each other."

Wingate says, "As long as there is a determination on the part of the agencies not to act unilaterally but to recognize, and I believe they do, that what they do is affected and can either be hurt or helped by what other agencies are doing, they will continue to coordinate. I think that is what this is all about."

Olsen believes that the Connecticut HRD Plan presents the next Governor with a strong basis for ensuring workforce preparedness. He says, "I am hopeful that regardless of which candidate wins the November 1990 election he will pick up the plan and go forth with it."

Dailey suggests, "If I were involved as some of these lead agencies and key players are, I would view the [transition to a new administration] as an opportunity to show willingness to coordinate and cooperate across agency lines. I think if people are viewed as team players interested in employment and training and in serving employers within the state, no Governor is going to fight that" Dailey continues, "The staying power will really rest with the private sector people who invested their time and energy and enthusiasm in this project. They are not going to let it go away."

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Ohio Employment Service: Vision for the Future

by Ellen O'Brien Saunders

Introduction

Ohio, like other states, continues to struggle with providing a high quality employment service program with dwindling resources and fewer staff. At the same time, the Employment Service (ES) faces both increased demand for services and new opportunities. Slower labor force growth raises the threat of shortages of qualified workers, increasing employers' need for assistance in locating and screening applicants. New opportunities for major improvements in the delivery of employment services exist as new technologies become available at lower cost, and as understanding and excitement build about potential applications of customer service and quality management in the public sector.

ES Mission

These converging circumstances have led to the adoption of a new mission for the Ohio Employment Service, a mission that will fundamentally change the way it does business. This mission articulates the role of the Employment Service in promoting full employment through customer access to the best possible information about job seekers and job openings. The mission statement is supported by fourteen principles stressing:

- Customer self-service;
- Access to job openings, job seekers, and labor market information;
- Appropriate use of technology to free staff to provide personalized services;
- Focus on the job seeker who is job ready;
- Use of skill-based information on job seekers and job openings; and
- Use of productivity measures that support the mission.

The Funding Dilemma

In 1988, the Ohio Bureau of Employment Services (OBES) emerged from a period of severe downsizing, which included closing thirty-two local offices during 1987, and reducing staffing levels from 1,016 in 1986 to approximately 800 in 1990 through early retirement and attrition. These cutbacks were necessitated by a reduction in federal funding provided under the Wagner-Peyser grant. Federal funding has continued to be insufficient to maintain this lower staffing level, and the Ohio General Assembly has provided supplemental funding to prevent further cutbacks in service.

Not surprisingly, the performance of the Employment Service, as reflected in traditional measures such as placements, has deteriorated since 1986. In Program Year 1986 (July 1986 - June 1987), 72,919 individuals were placed in jobs compared with 50,476 placements in Program Year 1989.

It was during Program Year 1989 that the Employment Service initiated performance standards for local offices to encourage attention to productivity. These standards were based on a regression model using various labor market factors,

staffing, and past performance. Overall, the performance during the year failed to meet the standards. As stated before, only 50,476 individuals were placed, well below the goal of 75,855; 39,348 obtained employments were reported against a goal of 50,316; and 61,970 placement transactions occurred, again beneath the goal of 84,684. Only twenty-three of Ohio's seventy-six local offices achieved at least one of their four performance goals for the year.

Antiquated Methods

The reasons for deterioration in services since 1986 are complex, but it is clear that significant improvement cannot take place while existing work processes are in use. The most important services—processing applications from job seekers and job orders from employers and searching for and referring applicants to job openings—continue to be performed using largely manual paper-driven methods. Applications are received on paper forms and stored according to occupational code and veteran's status. Job orders are taken on prenumbered paper forms. Search and referral is accomplished by manual search of the paper applicant files, and staff must read free-flow information on the applicant's work history and qualifications. Referral information is hand-written on the job order and applicant forms, and forms are refiled.

Ohio's existing computer system supports retention of standard data items on applicants and orders for purposes of reporting and circulating selected job orders for use by local offices other than the receiving office. The software is based on federal systems originally developed in the 1960s and 1970s. These systems are both inflexible and difficult to maintain.

These antiquated methods cannot be used to effectively serve Ohio's changing labor market. The state has recovered from the severe unemployment of the early 1980s and has reached new record high levels of total employment each year since 1986. According to recent projections, Ohio can expect job growth to exceed the growth in the labor force, suggesting potential labor shortages. Employers already report difficulty in finding qualified workers in certain occupational fields. Ohio is also experiencing the same changes in the labor force widely discussed at the national level: fewer younger workers and an increasing proportion of the labor force composed of women and minority workers.

Another obstacle to an effective relationship between the Employment Service and its clients is a challenge facing most public agencies in the nineties: instilling a customer service attitude in its employees. For a variety of reasons, care and attention to each individual "customer" of the Employment Service has not been a consistent value for front-line personnel. Perhaps the burden of too much paperwork and not enough staff contribute to an attitude that the customer is a distraction rather than the reason for existence.

ES and Its Partners

The view of the Employment Service by various partners in the Ohio employment and training arena has been mixed. The employer community has continued to be

very supportive, as evidenced by the growth and involvement of the Job Service Employer Committees (JSECs). Ohio currently has seventy-four local JSECs with 5,500 employer members. It received the Outstanding State JSEC of the Year Award from the Employers' National Job Service Committee in 1986 and again in 1989.

Local Job Training Partnership Act (JTPA) program operators have been less enthusiastic about the Employment Service, often seeing it as a competitor for clients and job listings. Nevertheless, some program operators continue to work with the Employment Service on eligibility determinations and program coordination. Relationships between the local ES offices and the county departments of human services (welfare programs) are evolving with the end of the Work Incentive (WIN) program and the start of the federal Job Opportunities and Basic Skills Training (JOBS) program in Ohio. Written agreements exist between ES and human services in at least twelve counties with more agreements being developed daily. These agreements spell out the types of services to be provided to clients referred to ES by individual counties.

While some local JTPA staff may be cool toward cooperative working arrangements with the Employment Service, most are eager to obtain access to the information ES gathers on specific job openings and applicants; this information will soon become available to them with the implementation of a new policy on confidentiality. The Employment Service has traditionally guarded this information, following confidentiality provisions of state law regarding information collected by the agency. With recent amendments to Ohio law, OBES was able to craft a new, less-restrictive, confidentiality policy that provides for the release of certain information for purposes of employment and training services and research. JTPA service providers are expected to be major users of this information, which may help improve their local relationships with ES.

Strategic Project for Change

OBES has recognized for several years the need to change the way employment services are provided. The agency's response was initially framed as an automation project. It has since evolved into a strategic project for change based on a new mission for the Employment Service.

In 1987, an internal task force was set up to review the functions of the Employment Service and to develop recommendations concerning improved automation. The task force report recommended a three-year $13.5 million project to develop a new automation system, and identified the scope and major features of a new system. The task force did not address the question of the role of the Employment Service, but instead focused on applying technology to the activities the program has traditionally performed. The underlying goal was to improve productivity as resources for staff continue to decline.

In fall 1988, the agency prepared a state budget request that stressed the themes of stabilization and modernization: stabilizing the employment service and unemployment compensation programs through deficit reduction funding, and modernizing the Employment Service through funding of the automation project. Testimony delivered to the state budget office and later to the Ohio General Assembly

demonstrated the antiquated process of delivering employment services with a "prop": a file drawer of paper applications was taken to each of the hearings. Budget staff and legislators quickly grasped the limitations of existing methods for referring applicants to job openings in the seventh largest state in the nation. Ohio State Senator Richard Finan, a member of Ohio's Unemployment Compensation Advisory Commission, described automation of the Employment Service as "a must" for Ohio.

ES Automation

The General Assembly included $9.3 million in the agency's budget for the 1990-1991 fiscal years for the first two years of the automation project envisioned by the task force. Funding for the balance of the project will be requested in the next biennial budget.

With the passage of the budget, the agency established a steering committee composed of agency senior staff and local office staff to provide policy direction for the project and to serve as the decision-making body. The agency also hired a project manager, who has developed initial project plans and organized and directed the development of the general design for the system.

The general design has been developed by three task groups composed of local and central office staff. They have reviewed the functions of the Employment Service and developed recommendations for how those functions should be performed once the new system is developed. These recommendations form the general design from which a contractor will prepare the detailed design needed for software development.

The task group process for developing the general design was essentially a "bottom-up" process, with the earlier task force report providing the primary guidance.

As the task groups worked, they encountered issues that required policy decisions:

- Considering the possibilities of using self-service terminals for job seekers, how much information about job openings should be provided and what understandings are needed from employers?
- Should the matching and referral process use a different occupational coding structure instead of the badly out-of-date Dictionary of Occupational Titles (DOT)? Or should coding be eliminated altogether in favor of some other approach? Would the agency have the resources to develop and support a method other than the DOT?
- How much attention should be given to activities currently conducted for special target groups, such as welfare recipients? Should these activities be treated as primary activities of the Employment Service or not?

The task groups and the project manager indicated to the steering committee and the agency administrator that these issues needed to be settled at a higher level.

In effect, they said: "Tell us what the Employment Service role will be in the future, and we will give you a general design that will support it."

A Future Vision

This statement posed a dilemma. Developing a future vision for a major program such as the Employment Service should ideally be done through a broad, agencywide process involving large numbers of program staff. But the demands of the automation project did not provide the time needed to carry out such a process. Instead, OBES adopted an abbreviated planning process, in which a smaller number of staff and constituents were directly involved. In early June 1990, OBES held an "ES Business Concepts Symposium," a two-day event at which the labor market and resource environments in which the future ES program would operate were examined, the experience of two other states and Canada was presented, and specific questions about the role of the Employment Service were discussed in a structured format.

In planning for the symposium, several issues were identified. First, "Who should be involved?" About fifty were selected, providing a broad range of experiences and views. The group included agency staff and representatives from key constituencies, including JTPA, human services, organized labor, employers, and interested legislators. The individuals selected were also chosen for their ability to step back and view the "big picture."

Second, "What should the questions be?" Burt Carlson of the U.S. Department of Labor's Employment and Training Administration (ETA) shared an extensive list of policy questions relating to the role of the Employment Service. Ideas from this list were used to formulate the following issues for discussion:

- The labor market goals ES should achieve;
- The role a public labor exchange program should perform in Ohio's labor market;
- The criteria to be used to select services;
- The individuals or groups that should have priority; and
- Alternative methods of service delivery.

Questions concerning barriers to employment, ensuring equal opportunity, priority for unemployment compensation claimants, and the utilization of self-serve stations were examined.

Third, "How should the discussion be managed?" The symposium was structured to use the first day for receiving information, with participation by all individuals, and to use the second day for discussion of the questions in small facilitated groups, with a smaller number of participants.

Finally, "What should be the goals of the symposium?" Several goals were decided upon: to make participants aware of the changing federal and state roles regarding employment services and of the budgetary and labor market environments; to generate excitement and creative thinking about the potential for using

modern technology in service delivery; and to focus this awareness and creativity on the questions posed to the discussion groups on the second day of the symposium.

The first day was resoundingly successful in generating excitement, mostly to the credit of the presenters: Burt Carlson from the ETA, who shared both his perspective on the federal role in the ES program and some philosophical considerations in setting ES policy; Larry Less of the agency's Labor Market Information division, who discussed Ohio's future job market; and others who shared their experiences with the same issues facing Ohio—Richard Crossen of the Virginia Employment Commission, Daryl Stities and John Foertsch of the Illinois Department of Employment Security, and Herschell Sax of the Canada Employment and Immigration Commission.

These presentations were not only effective in setting the stage for the small group discussions on the second day of the symposium, but also generated excitement about the possibilities for the Ohio Employment Service as the symposium participants shared their experience with others. Reports from the Employment Service division the following week suggested that the symposium was the major topic of discussion among staff.

The week following the symposium, the OBES Administrator drafted a mission statement and list of principles based on the results of the symposium. The draft was revised during several intensive discussions with the deputy administrators and the project manager, resulting in the final "Mission and Principles" document.

ES Mission and Principles

What will the mission and principles mean for the Employment Service as it develops a new automated approach? What will they mean for its partners and customers?

The mission statement identifies promoting full employment as the purpose of the Employment Service. This mission will require the agency to focus on functions that help job seekers and employers find each other. Labor market information is OBES' strategic advantage, and the mission and principles build on that advantage to advance full employment.

The new mission will reduce confusion resulting from conflicting goals. It should enable the Employment Service to provide better quality service to both employers and job seekers by concentrating resources on one goal. The mission should also reduce conflict with partners in the employment and training arena that have other missions, particularly those that serve the disadvantaged through the JTPA and JOBS programs. These partners will be able to take advantage of improved ES services to place their clients, but should find less conflict over the client pool and less duplication of services.

The principles supporting the mission statement may be grouped into six themes, each of which has meaning for particular partners and customers of the Employment Service.

- **Access to information**. Providing open access to information about job openings and applicants will facilitate self-selection and self-referral, and

should assist both job seekers and employers in adjusting their expectations to better fit the realities of the labor market. Open access to information will also reduce the need for staff involvement in retrieving and delivering the information.

- **Customer self-service.** Self-service will be accomplished by providing access to information, particularly user-friendly automated access. Self-service will allow customers to explore on their own, decreasing the dependence on staff for routine services.
- **Appropriate use of technology and human resources.** Computers and other technology will be used to do what technology does well: receive, process, store, sort, and retrieve information. Staff will do what people do well: communicate with customers to provide services and solve customer problems that cannot be completely addressed through self-service and technology.
- **Focus on the job seeker who is job ready.** Ohio's Employment Service will focus its services and resources on helping job-ready individuals find jobs and helping employers find qualified workers. Individuals who are not job ready will be referred to other programs for assistance.
- **Use of skill-based information.** The information gathered on job seekers' qualifications and on employers' needs will be skill based. This information will be used in matching and referral and, indirectly, in economic development and labor market analysis.
- **Appropriate productivity measures.** Open access to information and customer service requires replacing traditional placement-related performance measures with those that promote the new mission of the Employment Service.

The mission and principles provide a clear direction for Ohio's employment service program. What must be done to make the new Employment Service a reality? This is the major challenge: managing change in a large, mature (100 years old this year), and traditional organization. There are at least four steps in the process: obtaining continued funding, completing the design and development of the system, creating a customer service culture in the agency, and training staff at all levels in a new approach to conducting the Employment Service's business.

OBES has begun addressing the customer service challenge by establishing a labor-management committee on the subject and by participating in several seminars and presentations on developing a quality customer service agenda in a public sector environment. As the agency proceeds on the four-step process, a critical element will be the successful marketing of the new ES concept both to its own staff and to its various constituencies. Steady input from user groups, as well as staff, will be important to the development of a coherent and successful employment service program.

As public employment offices in Ohio celebrate a century of service in 1990, it is an appropriate time to review the past and plan for an even more exciting future; that future is just around the corner.

Ohio Employment Service Mission

The employment service program's mission is to promote full employment in Ohio by offering direct, easy access to the best possible information about labor market activity, especially about available workers and job opportunities, to a broad range of customers.

Principles

- Employers will have maximum access to job seekers.
- Job seekers will have maximum access to job opportunities.
- Customer self-service will be the fundamental starting point in service design.
- Customer self-service will be facilitated, encouraged, and supported throughout employment service system implementation and refinement.
- Employment Service will rely on tools of technology for data collection and analysis and on staff for personalized service to job seekers and employers.
- A fundamental service will be to assist job seekers in using the employment service system to find suitable work.
- Major emphasis for employment service assistance to job seekers will be to help the "job ready" (i.e., those whose skills and experience suggest the ability to compete successfully in the labor market).
- For those not job ready, referral to education, training, or social services will be available.
- A fundamental service will be to assist employers in using the employment service system to meet their human resource needs.
- Job order information and job seeker work histories will be skill based, describing the specific skill needs of employers and the specific skills of job seekers.
- Employment Service will promote its service system use through schools, unions, employers, economic development and employment and training agencies, and others.
- Technology will be used to expand accessibility to employment service resources.
- Customers will be able to receive consistent types and quality of services across Ohio.
- Productivity measures will advance and support the employment service program's mission.

California Employment Development Department's Youth Employment Opportunity Program

by Al Dave and Anjetta Venters-Bowles

Introduction and Background

The state of California's continued economic prosperity and social well-being of its citizens are dependent on an available and skilled workforce. By the end of the century, only one of twenty-five jobs in California will be available for unskilled workers. Sadly, one-third of the students entering high school today will not graduate. A high proportion of these youth will not be readily employable because of functional illiteracy and a lack of employability skills. The trend is increasing at an alarming rate.

The state Employment Development Department (EDD) recognizes that there is a critical need to lower the dropout rate and encourage these "at-risk" youth to remain in school. Preparing "at-risk" youth for employment is an investment in the future of California and the nation.

To this end, EDD formed a consortium of Los Angeles County leaders from industry and the corporate world, schools, and community organizations. The purpose of this consortium was to develop a vehicle to prepare "at-risk" youth for future employment. The result of the effort was the Youth Employment Opportunity Program (YEOP), an EDD pilot project implemented on July 1, 1989. From the beginning the YEOP program has scored an impressive victory for and among young adults.

The initial goals of the program were:

- To hire 100 "at-risk" youth as Youth Employment Specialist (YES) trainees to learn useful skills, increasing their chances for long-term employability in the private sector and for public jobs with upward mobility; and
- To increase the employability of 4,000 "at-risk" youth through job services provided by the YES trainees.

Los Angeles was an ideal site for such a program since the social conditions of this city approximate those projected for the year 2000.

Los Angeles has one of the highest school dropout rates in the nation. In 1988, the Los Angeles Unified School District reported a citywide high school dropout rate of 32.2 percent, with a rate of 79.3 percent rate in concentrated poverty communities. Los Angeles County accounted for 35 percent of all births by teenagers in 1986 (California Senate Office of Research 1988). Increased gang activity has hindered youth in completing their education and becoming productive citizens. Schools have sometimes provided a fruitful location for gangs to recruit members as well as conduct their activities. The level of gang-related activity in Los Angeles County is so great and cancerous that other states are fearful of the "migration of Los Angeles gang members throughout the United States" (*Los Angeles Times*, February 1990).

Directly related to the high level of school dropout rates and the increase in gang-related activities and associated criminal behaviors are the high rates of unemployment and non-labor force participation found in concentrated poverty communities, both nationally and in Los Angeles, as well as in other California cities. While the national unemployment rate averaged 5.3 percent in 1989, unemployment

rates in California's poverty communities are consistently higher. Los Angeles poverty areas have one of the highest non-labor force participation rates in the state.

As a consequence of the restructuring of employment opportunities and the resulting mismatch between job openings and worker skills, unemployment and non-labor force participation have become problems of epidemic proportions in concentrated poverty communities (Kasarada, "Race, Space, and the Urban Underclass," *Urban Geographics* 1990). "At-risk youth are more likely than the average youth population to drop out of school, become dependent upon public assistance, become involved in the criminal justice system and become teenage parents."

During the first year of the pilot YEOP program more than 100 "at-risk" youth have been put to work in twenty-four Los Angeles Area Job Service field offices as YES trainees. Under the direction of EDD mentors, these youth work with other "at-risk" Los Angeles County youth between the ages of fifteen and twenty-two. Both YES trainees and their clients are young adults from Los Angeles-area neighborhoods plagued with drugs, gangs, and crime. They are teenage parents, disabled, or homeless. School has been difficult for many of these youth and has held little future promise.

To be hired as a YES trainee, the student must be at least fifteen years of age but not older than twenty-two years of age, must be in school earning a degree or diploma, and must be "at-risk." Each of the YES trainees had one or more of the following "at-risk" characteristics:

- **Youthful Offender**: Youth who have been arrested and/or convicted for either a misdemeanor or a felony (nine YES trainees).
- **Terminal Student**: Youth who are not attending any school and who have not received a secondary school diploma or a certificate from a program of equivalency, or those who are in school and who are potential dropouts (twenty-four YES trainees).
- **Functionally Illiterate**: Youth who may or may not have received a secondary school diploma or a diploma equivalency but who have literacy skills at or below the fifth grade level (two YES trainees).
- **Teen Parent**: Male or female youth who are expectant parents or parents of one or more children and are between the ages of fourteen and twenty-one (eleven YES trainees).
- **Handicapped Youth**: Youth who have a physical or mental disability that constitutes or results in a substantial handicap to employment. This category may also include substance abusers whose dependency on these substances provides a handicap to employment (five YES trainees).
- **Youth Who Need English as a Second Language**: Youth who are lacking basic literacy skills in English and are in need of these skills to continue their education and/or become employable (six YES trainees).
- **Homeless Youth**: Youth who are on their own or are foster care residents (two YES trainees), or whose parents are homeless (seven YES trainees).

- **Gang Member/Associate**: Youth who are known gang members or have family members that are in gangs. Also includes youth that live in neighborhoods where gang activity is extremely prominent (twenty-six YES trainees).
- **Gay/Lesbian Youth**: Youth who have been discriminated against in employment and educational opportunities because of sexual preference.
- **Member of a Minority Group**: Youth who are members of the following minority groups: Hispanic, African-American (Black), Asian, Pan Pacific, American Indian, or others (ninety-eight YES trainees).
- **Economically Depressed Youth**: Youth who are heads of households or who reside in homes in which the responsible adults are working for minimum wage, are welfare recipients, are supported by pensions/Social Security, or who are in families living below the federal poverty guidelines (eighty-five YES trainees).
- **Other**: Includes youth who are from single-parent households, economically depressed households, or foster home residents, and youth with problems such as low self-esteem, negative peer pressure, personal appearance and grooming deficiencies, family pressures, lack of basic necessities, chronic boredom or depression, and former substance abusers (fifty-one YES trainees).

Under the direction of an EDD mentor, the "at-risk" youth between the ages of fifteen and twenty-two work with their peers, providing personal, school, and job counseling. They encourage their clients to remain in school and to find jobs. These peer counselors also refer their clients to employers for specific job openings, develop job openings, and arrange and conduct job search workshops.

Youth served are identified as "at-risk" if they fit into one or more of the categories described above. The number of youth served in these categories include: youthful offender (291), dropout or potential dropout student (925), functional illiterate (61), teen parent (484) handicapped youth (41), youth who speak English as a Second Language (298), homeless youth (67), gang member/associate (499), gay/lesbian youth (4), member of a minority group (4,171), economically depressed (3,162), and others, including youth from broken homes, foster children, and those suffering from problems such as peer pressure, chronic boredom and/or depression, immigration concerns, and poor hygiene (647).

YES trainees have access to EDD files, employer job orders, and procedures and techniques, and are trained and supervised in their use.

YES trainees encourage their clients to remain in school and to acquire basic skills. Often, part-time or full-time jobs are needed to give the "at-risk" youth the means to stay in school. In these situations, YES trainees refer their clients to possible job openings, counsel them in job search skills, contact employers on their behalf, and provide them with job leads and referrals.

EDD recognizes that preparing "at-risk" youth for employment is an investment in the future of California and the nation. We also understand that we cannot

solve the problems of today's "at-risk" youth by ourselves. As employment is a major part of the solution, we must have employer support and assistance if the YEOP program is to continue to succeed.

Employers are encouraged to provide employment opportunities to YEOP participants and share their work experiences at youth conferences sponsored by YEOP. This demonstration of commitment to the program serves to motivate and educate at-risk youth.

Employers contribute specific job openings for the YEOP clients. Sometimes these are jobs with a future and sometimes they simply provide income to enable the youth to remain in school and/or work experience.

A number of employers serve on the advisory council to the YEOP. Represented on the advisory council are corporations such as ARCO, Sears Roebuck, CBS Records, and McDonnell Douglas, and other entities such as the Los Angeles Area Chamber of Commerce, United Auto Workers Union, Los Angeles City and County Unified School Districts, Los Angeles City and Los Angeles County Private Industry Councils, churches, community organizations, and legislative representatives. YEOP council members actively work on committees in the areas of job development, marketing strategy, education, and supportive services, assisting the YEOP program administrator and program manager in the areas of their individual expertise.

Program Innovation

This program is unique because no other entity has the breadth of expertise in Job Service, the experienced training capabilities, the number and saturation of offices in the greater Los Angeles area, or the level of expertise in placing youth in jobs. California's EDD is combining these assets to provide an opportunity for "at-risk" youth to learn usable skills while in school and to help other like-situated youth.

Once the program was funded and implemented, we had to convince other agencies (community-based, local government, and school districts) that EDD and specifically YES trainees could deliver quality and effective service to their clients/students. These agencies can be very protective of their clientele as disappointments can lead to negative consequences. Agencies were concerned that the YEOP program would not be committed to providing the intensive job services required for positive results. It was also important to show that this program would augment (not duplicate) existing services.

We overcame these concerns by intensive interfacing efforts with the agencies and their clients. YES trainees conducted job search workshops and made YEOP program presentations for agency clients, included agency clients on YEOP caseloads, and successfully placed agency clients in employment. Job services provided included some or all of the following: assessment, peer counseling, job search training workshops, Job Clubs, job development and selection, and referral to suitable jobs. Additionally, we included agency administrators as YEOP advisory board members to provide their assistance in making the YEOP program successful.

Skills learned by YEOP trainees include counseling techniques, case management, computer literacy, operation of EDD's Job Match System, and the develop-

ment of a positive work ethic. It is believed that this exposure will help empower these youth to meet the challenges of adolescence and succeed when such success is quite difficult.

Program Resources

The YEOP program is currently budgeted at $1.3 million. The project is funded by 10 percent Wagner-Peyser funds. These are federal Job Service monies reserved for use by the Governor for the development of model projects, supplying services to groups with special needs, or providing performance incentives for public employment service offices and programs.

These funds (Wagner-Peyser 10 percent) are not earmarked for youth from a specific economic class, such as Job Training Partnership Act (JTPA) Title IIA and IIB funds. We are therefore able to provide job services to "at-risk" youth from all economic sectors of Los Angeles County.

Program Results

The project originators had originally set a goal of serving 4,000 young people during the first twelve months. As of June 20, 1990, the twelve-month point, the Youth Employment Opportunity Program had served a total of 6,809 "at-risk" youth in the Los Angeles area. A total of 547 youth who had dropped out of school, or who were at risk of dropping out of school returned to school as a result of counseling or other assistance provided by YES trainees.

A total of 146 young persons have been hired as YES trainees. As of the end of the program year, there were ninety-two on staff. Of the fifty-five YES trainees who are no longer employed by the YEOP program, forty-two youth have successfully transitioned to other employment, returned to school on a full-time basis, joined the military, or enrolled in a vocational training program.

YES trainees have moved on to jobs such as community agency job counselor, eligibility worker for the Los Angeles County Department of Public Social Services, and Spanish language interpreter for the United Auto Workers. Their experience as YES trainees prepared these young people for employment and was instrumental in assisting the trainees gain employment.

The best description of a typical experience of a YES trainee was submitted as a school essay by Carlos Valdez. Carlos is a YES trainee in our Pasadena Job Service field office:

> On March 28, 1990, members of the Optimist Group Home for Boys attended a workshop on 'Positive Interviewing Procedures' at the EDD office in Pasadena. The four individuals who attended the workshop have had broken pasts. All were foster children; all had no direction in life. They ranged in age from sixteen through nineteen. The baby of the group had an overly aggressive attitude. He interpreted society as a total failure. Hate, hate, hate is the energy that filled the room as I conducted my workshop.

Darlhen, my newest YES trainee, watched in amazement as I kept my composure while the workshop participants mimicked and taunted the workshop. I decided at one point that talk was not enough incentive for these kids to listen, so I started talking about money, which seemed to capture their interest. I then asked them if they would like to participate in the YEOP program at our facility. I managed to motivate them enough to fill out a registration form. Step one was completed and counseling sessions would begin.

I began 'Interviewing Development' by providing each client with a package of information that consisted of the basic expectations an employer would have toward applicants. I explained its importance and how to utilize it effectively. In order to get a better understanding of each client's attitude, I held a second interview.

This was a break through point for most of them. I started telling them about the talents each of them possessed and how they were wasting their time sitting at home feeling sorry for themselves. I gave them self-identify. This was a happy moment for all of us. They let their negative feelings slip by and now all they wanted to do was get a job and take on life with responsibility. After a couple of weeks I referred two of the tougher kids out to a job. I spent time coaching and reassuring them. They asked for my help.

After a couple of days, I contacted my clients. THEY GOT HIRED!!! For both it was their first job. Both got on a home study program the school offered and are going to learn how to manage their time at school and at work.

During the YEOP program's first year, YES trainees provided the following employment services:

- Youth served were referred to 13,658 potential jobs.
- 2,907 clients were placed in jobs.
- 626 youth obtained employment on their own after receiving job search counseling.

At the end of the first year of program operation, 2,227 youth have "graduated" from the YEOP program by returning to school, finding a job, entering job training, or entering the military service. Many YES clients go into entry-level training positions, often in retail sales and business offices.

YES trainees have conducted a total of 197 job search workshops with 1,706 youth in attendance at EDD offices, community organization facilities, or school campuses. They have made presentations at high school career days with 4,460 youth in attendance.

Peer counseling in the YEOP program is carried out in EDD offices, on the street, in schools, and during community activities. In networking with local school district staff directly, we have reached the point at which teachers will refer their students and former students to the YEOP program, and also will schedule job

search workshops during class time. The YES trainees and their mentors always find time during their presentations to stress the importance of a good education.

Trainees and mentors in the YEOP program are continuing to work with employers, community-based organizations, and other agencies to promote education and address the employment needs of "at-risk/high-risk" youth. These outreach activities are carried out at, in, or through community-based organizations, continuation schools, shopping malls, neighborhoods of the youth counselors, and churches, and while the youth counselors are at job fairs, employer advisory group meetings/seminars, civic meetings, and field visits. This approach is very effective because the youth counselors can use a natural means of networking with the "at-risk" youth.

Some examples of outreach activities by YES trainees include:

- On November 27, 1989, the Hawthorne Mall "Plaza Job Service" opened for business. The mall office is a direct result of the efforts of a YES trainee from the South Central Los Angeles Service Center. In order to improve service to the community in the area of employment opportunities, mall management donated the office space and marketed the existence of the new office within the mall and surrounding areas.
- In April 1990, YES trainees and the mentor from the Glendale Job Service office actively worked with clients referred from the Los Angeles County Probation Department. There were also meetings held with the Gang Unit Supervisor for the County Probation Department in the North Hollywood area to determine the type of ongoing services the YEOP program could provide to department clients.
- On December 2, 1989, YEOP staff from the Carson Job Service office participated in a job workshop sponsored by the Community Reclamation Project via the Wilmington Teen Center. This workshop was videotaped and shown on a local cable network (Copley Colonial Cable Vision). As a result of the presentation and airing, the Carson YEOP staff received numerous requests for service from members of their community.

Its success may lead this program to be duplicated in other cities across the nation. All states have job service programs. The state Job Service has excellent experience in managing this kind of program because its staff has skill and experience in placing people in employment. In California, EDD's Youth Employment Opportunity Program truly demonstrates a commitment to serving the people of California.

Texas Quality Work Force Planning: Preparing Texas for the Twenty-First Century Through a Skilled and Educated Workforce

by James Boyd, Mark Butler, and Sally J. Andrade

Background

With the twelfth largest economy in the world, Texas faces a growing challenge to maintain and expand its diversifying labor markets. A high quality workforce is critical to the survival and future growth of the Texas economy. And yet, as Elizabeth Dole (1989) points out: "America's workforce is in a state of unreadiness...unready for the new jobs, unready for the new realities, unready for the new challenges of the nineties."

Quality Work Force Planning (QWFP) is a partnership established among employers, educators, and training providers in a region to develop a skilled and educated workforce to enhance Texas' economic development and our state's ability to compete in a global economy. With the continued growth of international competition and the impact of advances in technology and communication, Texas employers realize that they must incorporate more sophisticated equipment and techniques into their operations to remain competitive and to retain their markets.

In order to increase their markets, expand production, and stimulate additional economic development, business must have an available, skilled workforce. The Strategic Economic Policy Commission addressed this issue in its 1989 report to the seventy-first Texas Legislature. Among the commission's five strategic objectives was a call for a skilled, competitive workforce in Texas as the key to future economic growth and diversification.

In Texas, approximately $750 million is spent annually on vocational, occupational, and technical training. However, programs and systems utilizing these resources have tended to be disconnected and fragmented, with each entity pursuing its own objectives. The Governor's Task Force on Vocational Education (1988) recommended that Texas develop an integrated vocational-technical education delivery system, beginning with the implementation of effective regional planning to establish priorities for vocational-technical education.

Legislative Action

In 1987, two key reports provided the basis for a statewide initiative in regional planning. The original Master Plan for Vocational Education (1987), that was developed in response to the educational reforms brought about by Texas House Bill 72 (Texas Education Reform Legislation), called for pilot projects to explore the feasibility of regional planning for vocational-technical education. The Select Committee on Higher Education emphasized that vocational-technical education must be responsive to rapidly changing job markets, adaptable to new training technologies, and flexible for individual student needs. For these reasons, it recommended partnerships with business for effective local and regional planning.

In response, the seventy-first Texas Legislature passed a bill that requires a regional approach to planning vocational, occupational, and technical training. It calls for educators and employers to create partnerships in each region that address the issue of building a quality workforce. QWFP is the critical link that must be established between identifying employer needs and ensuring that students who complete vocational-technical education and training programs are prepared for

employment in the year 2000 and beyond. The goal of QWFP is to develop an occupational training and education system within Texas that recognizes the unique nature of its different regions while meeting their economic development and employment needs, which in turn provides a quality, highly skilled workforce to attract and retain industry.

The legislation specifies the following:

- There will be twenty-four Quality Workforce Planning Regions that have the same boundaries as the current state planning regions delineated by the Governor.
- The membership of Quality Workforce Planning Committees must be established.
- Priorities for vocational-technical education and training programs must be established for each region.
- Regional service delivery plans must be developed.

Tri-Agency Partnership

In 1987, the Texas Education Agency (TEA), the Texas Higher Education Coordinating Board (Coordinating Board), and the Texas Department of Commerce (Commerce) formed a tri-agency partnership to assist regions to initiate QWFP. Working together, these agencies responded to the new legislation by updating in November 1989 the Master Plan for Vocational and Technical Education, focusing on achieving an integrated education and training delivery system through regional planning for a quality workforce. Commerce added this initiative to its overall Agency Strategic Plan as a critical step toward meeting Texas' workforce requirements in the future.

Pilot Projects

The three state agencies jointly funded pilot projects (using federal Job Training Partnership Act (JTPA) and Carl D. Perkins Vocational Education Act discretionary funds) in nine regions to develop and test a flexible planning model for statewide use. The pilot projects established QWFP Committees with representation from business, industry, and education and training institutions.

Each committee implemented a regional labor market information system, identified key industries in the region, and developed a list of targeted occupations for training. It also compiled inventories of education and training programs and identified economic development organizations in its region. On the basis of this information, a service delivery plan for the region was developed and implemented. The net result was to establish a "market-driven"training system that responds to employer needs for skilled and productive workers.

Planning Model

The tri-agency partnership employed a private consulting firm to conduct an extensive independent evaluation of the activities of the pilot projects. Based on the results of this evaluation and input from the pilot project's QWFP committee chairpersons and directors, a four-step planning model was developed for establishing committees:

- Form a partnership, to include equal representation from education/training providers and employers/business and industry;
- Understand committee responsibilities to promote local and regional partnerships that address the needs of students and of local and regional employers;
- Collect and analyze information through a regional labor market information system and locally developed inventories to identify vocational-technical education programs for targeted occupations in the region; and
- Develop a service delivery plan that identifies a mission statement for the region and identifies goals and objectives for enhancing program options, curriculum linkages, and apprenticeship programs.

QWFP rules for statewide implementation were developed, along with a technical assistance guide, to assist each of the remaining fifteen regions to establish Quality Workforce Planning Committees. Each agency provides extensive support to the regions:

- TEA staff will provide technical assistance in coordinating committee functions and operations.
- Coordinating Board staff will provide technical assistance in developing program articulation agreements and "2+2+2"programs.
- Commerce staff will provide technical assistance in establishing and using regional labor market information systems.

Concurrently, a joint legislative appropriations request has been prepared and submitted in order to secure general revenue funds for statewide implementation of Quality Workforce Planning.

Successful Outcomes

The findings of the independent evaluation documented that QWFP has had significant impacts in most of the pilot regions. Successful QWFP activities include:

- Creating a regional labor market information system that identifies the ongoing employment needs of business and industry, both now and in the future;
- Identifying priority vocational-technical education and training programs and related skills to be taught through active business and industry involvement;

- Increasing the efficiency and cost-effectiveness of matching and delivering training for jobs in demand;
- Increasing the numbers of highly skilled workers trained for jobs in demand in each region;
- Establishing clear career paths leading to quality jobs; and
- Improving educational support for economic development.

The first five pilot regions reported numerous examples of program-related improvements through the efforts of QWFP, such as:

- Establishment of curriculum linkages among high schools, colleges, and technical institutes in a variety of fields, including medical technology, drafting/design technology, and micro-computer technology;
- Development of agreements that enable high school students to receive concurrent high school and college course credit for technical course work; and
- Establishment of new courses, including law enforcement training, health occupations, and manufacturing production.

A Comprehensive Strategy

Quality Workforce Planning represents a unifying strategy to implement an integrated education and training delivery system in Texas. It is, however, only part of a more comprehensive effort to establish a world class workforce in Texas by the year 2000. Other components that will support the local implementation of Quality Workforce Planning include:

- A Statewide Labor Market Information (LMI) Data Base System, including state and local LMI data collection and a method to determine data on emerging occupations. Commerce contracted with the State Occupational Information Coordinating Committee (SOICC) to develop a special computerized database and accessing software for use by each Quality Workforce Planning Committee.

  The SOCRATES system (Standardized Occupational Components for Regional Analysis of Trends in Employment System) is a large-scale project of training and computerized delivery of local area labor market information. The planning process guides local planners through an analysis of the local industry structure and identifies occupations that are most likely to have local job opportunities. SOCRATES provides the economic information necessary to identify and project industrial and occupational trends and match skill requirements.

  In addition, Commerce contracted with the Texas Innovation Information Network System (TIINS) to develop a methodology for identifying emerging occupations related to new technologies in the work place. These two data systems form the core of the Texas strategy to ensure that each region understands its labor market and future job prospects.

- A Statewide Career Occupational Information Data Base and Career Guidance System to orient students and adults regarding which jobs and career options are promising, what the educational requirements are, and where training is offered. Five state agencies, including TEA, the Coordinating Board, and Commerce, are supporting the development of this system through SOICC.
- An Education and Training Clearinghouse to maintain statewide computerized inventories of education and training programs and resources offered by public community colleges, technical institutes, and other providers. The Coordinating Board has field-tested several inventories and is doing pilot studies on others.
- A Basic Skills and Literacy Support System to assist dropouts, illiterates, immigrants, offenders, and other target groups with special needs or problems. This is a multi-agency effort that includes TEA, the Coordinating Board, and Commerce.
- A Wage Record Follow-up Tracking System to document the labor market experience of individuals completing education and training, using unemployment insurance wage record data. SOICC is developing this system in cooperation with the Texas Employment Commission, TEA, the Coordinating Board, and Commerce.
- A Texas Skills Corporation or other entity that will organize an industry-based system of skill identification and certification to enable education and training institutions in Texas to become more responsive to the needs of business and industry for skilled workers. Commerce has initiated a feasibility study of this concept.

In conclusion, the development of an integrated vocational-technical education and training delivery system is a commitment of the Texas Legislature. Quality Workforce Planning is the mechanism to implement this system. The Texas Legislature has recently adopted a resolution to implement a Human Investment System for integrating a broader base of services, including employment, education, training, health, and human services. Texas is clearly moving in the direction of pooling its resources behind a common agenda in order to be fully prepared for the challenges of the twenty-first century.

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Union Involvement in State Government Economic Development/Training Programs

by Daniel Marschall

Introduction

During the early 1980s, the halls of Congress and the offices of Washington's economic policy think tanks echoed with a vigorous debate over the wisdom of national industrial policy. It was a high-stakes issue for several groups. To many liberal politicians, industrial policy was the "big idea," an alternative to the supply side economics of a conservative administration. To a segment of the business community, it presented a coherent approach to "reindustrialize" American industry through a host of government incentives. To the labor movement, in the words of American Federation of Labor and Congress of Industrial Organizations (AFL-CIO) President Lane Kirkland, industrial policy represented no less than a "national commitment to the rebuilding of our industrial base as the foundation for long-term balanced growth" (*Daily Labor Report* 1983).

While the terms of the debate often were reduced to the legitimacy of government's "picking winners and losers," proponents of industrial policy formulated a comprehensive and sophisticated program. In 1983, for example, the nineteen organizations composing the Labor-Industry Coalition for International Trade issued a report that thoroughly analyzed foreign experience and called for effective trade practices, policies to strengthen key industries, and government capability to assess industrial practices worldwide. Among the recommendations were the necessity for high-quality education, systematic skill upgrading, worker retraining in response to new technology, expanded apprenticeship, and other actions to promote "renewal of public investment in the skills of American workers and the excellence of our entire educational system" (Labor-Industry Coalition for International Trade 1983). These and many other components of industrial policy resonate today in discussions of global competitiveness and human resource investment.

National industrial policy was a dead issue by 1985, undermined by recovery from the recession and killed by a concerted, highly ideological attack by conservative politicians and their allied economists (Shoch 1988).[1] This was not so, however, at the state level. As David Osborne has explained in *Laboratories of Democracy* (1988), elections in the mid-1970s ushered in a new breed of "pragmatic progressive" Governors in Arkansas, Massachusetts, Michigan, and other states who were developing a new perspective on government intervention. In this emerging political paradigm, government functions as a partner and a catalyst, providing incentives for private sector investment, promoting industrial modernization, fostering human capital investment, and helping overcome barriers to economic development. This approach gathered momentum in the 1980s when, in response to cutbacks in federal programs, the locus of policy innovation and creativity shifted to the state level.

In effect, industrial policy is alive and well and flourishing at the state and local government levels (Babbitt 1984; Bernstein 1984). Its vitality and continued relevance is most evident in the array of economic development/training programs that exist throughout the nation. Contemporary industrial policy revolves around worker retraining, skill upgrading, plant closing avoidance, and measures to help companies, unions, and workers adopt new technology and innovative forms of work organization.

The role of organized labor in early industrial policy debates is well known. Yet the involvement of unions and state AFL-CIO federations in state economic development and training programs has attracted little attention. This paper will provide the flavor of this activity, beginning with an overview of state program components and then recounting the exemplary practices of the Washington State AFL-CIO Labor Council. The paper concludes with a sample of union involvement in other states and indications of how such experience is starting to bubble up to the national level, including the Upgrading and Career Ladder Program of the AFL-CIO Human Resources Development Institute.

A Pattern of State Intervention

The Office of Technology Assessment (OTA) of the U.S. Congress commissioned a survey of state programs as part of its *Worker Training: Competing in the New International Economy* study, released in September 1990. Through a mail questionnaire and phone interviews, Peter Creticos, Steve Duscha, and Robert Sheets (1990) identified fifty-one state-financed, customized training programs that were operating during 1989 in forth-six states, spending some $375 million. All of the programs considered individual businesses to be the main recipients of training services, again harkening back to the microeconomic intervention strategies that characterize industrial policy.

Although public educational institutions were the most common grant recipients, the OTA survey found that twenty-two state programs allowed businesses to receive grants directly; in twelve states, more than 70 percent of training funds went to companies. Twenty-four programs allowed unions to be grant recipients in funded projects. The most common type of training involved "vocational skills including operation of machines and tools in factory or office settings"; twenty programs reported spending 70 percent or more of their funds on such activities. Many programs emphasized "structured on-site training."

Unlike federal job training efforts that focus on disadvantaged and unemployed persons, state programs foster business retention and expansion by supporting skill upgrading for active workers. In twelve state programs, concluded the OTA report, 60 percent or more of the participants were employed prior to training.

A 1989 report by the American Society for Training and Development (ASTD) also found that forty-six states offer industry-specific training programs, with many focusing on the manufacturing sector. (American Society for Training and Development 1989). The largest program, with $116.3 million available in fiscal 1988, is operated in California, where the Employment Training Panel (ETP) is administered by a seven-member body that includes several labor representatives.

These economic development and training efforts are distinct because, essentially, state government is intervening in the operation of individual firms to enhance their competitive status. When the National Governors' Association (NGA) reviewed programs in seventeen states, it spotlighted their "broadened mission" that included job creation goals and the support of skill upgrading as a strategy to prevent plant closings. "With the move beyond states' traditional role of preparing individuals for the workforce to a greater emphasis on job expansion and retention,"

wrote Evelyn Ganzglass and Maria Heidkamp (1986), "states are, in effect, offering to share some of the responsibility for worker training with firms as a way of promoting the public interest.... This expanded state role has also shifted the focus from job preparation systems to the internal training systems of firms, which traditionally have been the sole responsibility of employers."

Peter K. Eisinger (1988) asserts that contemporary state economic development programs reflect a historic transformation from supply-side business incentives, in which states play a subsidiary and highly vulnerable role (and are often anti-union in practice), to demand-side policies in which states adopt an explicitly interventionist and entrepreneurial stance to facilitate the processes of new product development, job retention, and firm expansion. Although political officials and development technicians are pivotal, unions, and community groups often play important roles.[2]

Avoiding Plant Closures in Washington State

Despite widespread publicity about job growth in the Puget Sound region around Seattle, the economy of Washington has been battered severely by plant closings and growing unemployment among manufacturing workers. Between 1979 and 1985, wage and salary income declined more than 10 percent. Like other states, low-wage jobs in the service sector are steadily replacing high-wage positions in manufacturing, forest products, and other key industries. The Washington State Legislature (1987) estimated that as many as 385,000 jobs disappeared between 1979 and 1985 because of facility closures, business failures, and the permanent abolition of shifts. These factors have combined to give the state of Washington the nation's third highest rate of plant closings.

The Washington State Labor Council represents more than 450 local unions with a combined membership of about 160,000. Headquartered in Seattle and led by President Lawrence Kenney and Secretary-Treasurer Al Brisbois, the council has developed an innovative approach to early intervention and rapid response. Using a combination of federal job training funds, state government programs, and union resources, state federation staff actively intervene in potential plant closings, working with unions and community agencies to help failing companies survive. Since initiating these activities in mid-1987, the council has intervened in more than fifty separate instances of troubled firms, saving thousands of union jobs.

The council's job retention work has been codified into a flexible four-step process. Efforts were launched through a series of two-hour "lunch box forums" held across the state in conjunction with local central labor bodies. Each forum was geared toward increasing the awareness of union leaders and members about the workings of local economies. Union speakers discussed not only the structure of the employment and training system, but also the warning signs that accompany financially troubled firms and how worker-oriented strategies can help avert dislocations. A network of local union contacts emerged from these sessions.

Organizing these forums and coordinating subsequent activities is primarily the responsibility of the council's labor liaison. Since 1986 this position has been held

by Jim Tusler, a member of the International Brotherhood of Electrical Workers and the Office and Professional Employees International Union.

When the liaison receives a call from a union contact, he implements a process wherein outcomes vary with each specific situation. Step One involves traveling to the plant and meeting with union representatives to assess the extent of the company's financial difficulties. This exploratory meeting is completely confidential and involves only union leadership and staff. International union representatives are notified at the outset of the process, and they are involved in subsequent discussions. Because the main objective is to determine the economic health of the particular facility, this first step may include corporate research and investigation of the company's products, investment history, and ownership structure.

After analyzing the company's economic condition, local union officers and the labor liaison (in consultation with international union staff) formulate possible union responses. Unionists then approach company management to solicit a frank dialogue about the potential for worker dislocation. This early intervention meeting with management also is exploratory; both sides search for mutually beneficial actions to help maintain the viability of the plant. The union frequently requests that an outside industry-specific consultant be retained.

A wide variety of solutions may be offered, including worker involvement in productivity improvements at the shop-floor level; advice on developing new products and markets; and a careful review of collective bargaining provisions. The outcome of this stage usually hinges on the willingness of the employer to provide complete information on company finances and to work with the union as an equal partner in modifying corporate strategy.

If union and company cannot agree upon solutions, and it appears inevitable that the current owner will close the facility, the local union and labor liaison initiate Step Two. The goal here is to keep the plant operational, retaining jobs for current workers and maintaining the integrity of the union. The labor liaison serves as a technical assistant, without a preconceived notion of a particular option that is superior to all others. "Labor has access to a number of different tools," says Tusler. "No one tool applies to all situations. We have to look at all the options to get the job done."

Step Two typically focuses on finding an alternative owner willing to purchase the plant, retain its workers, and maintain union representation. The state federation has developed a list of investors and managers with positive attitudes toward unions and a track record of success in reviving failing businesses. Training, retraining, and skill upgrading may be part of a comprehensive set of services that are packaged to make the business viable once again. Alternatives that may be pursued include worker ownership, cooperatives, and employee stock ownership plans.

Linkage to State Government

At this stage, unions begin actively working with state government officials. The labor liaison contacts the Washington Department of Trade and Economic Development to help locate alternate owners, provide technical assistance, identify lenders, and

start to package job retention services. Unions also may begin working with community and religious groups to develop public support for continued plant operation. Community outreach and coalition building are key aspects of this phase.

The thrust of this second step is to combine a proworker, union perspective with the training dollars, government resources, and outside technical expertise needed to creatively structure and implement a plan to keep the plant open. This process seldom proceeds in a smooth fashion. Employers refuse to divulge "confidential" information. Political controversies arise. Markets for consumer products shift unexpectedly. These factors often push situations into Step Three: stalling in order to pressure companies to cooperate with unions and government for the benefit of the entire community. The most amorphous of the entire process, this step involves a range of approaches designed to create sufficient delay to enable the firm to ride out a business cycle, or convince management to provide an acceptable severance package. It may include exposure of how the company is operating in ways that not only injure union members, but also undermine the social stability of communities.

If these preliminary steps fail, Step Four comes into play. At this point alternatives have been exhausted and the plant is definitely closing. Moving to negotiate a shutdown agreement, the local union often requests advice from the labor liaison. A dislocated worker grant is sought from the state or federal government, and the labor liaison works with the union to ensure that training meets the needs of displaced members. In this final phase, the union(s) and the state AFL-CIO federation seek full involvement in training for unemployed members.

This process provides a rough framework in which the Washington State Labor Council simultaneously pursues the goals of job retention, economic development, and skill upgrading. The state federation has attained substantial credibility among the professionals who influence the flow of investment capital. Both government and business entities increasingly respect the input of Washington's unions when it comes to retaining and expanding job opportunities.

Initiatives by the state of Washington are steadily integrating the fields of training, employment, and economic development—with organized labor playing a leading role. In 1987, the state legislature enacted a Business and Job Retention Program, appropriating $300,000 to undertake activities that include identifying firms at risk of closure; assessing their financial condition; coordinating technical assistance to businesses, unions, and employee groups; funding and training local development organizations; and conducting feasibility studies. The first year of the program was overseen by a six-person advisory board with equal representation from business and labor. The state federation's labor liaison sits as its co-chair. The program's budget was expanded to $550,000 in 1990-91, with the advisory group expanded to sixteen members (including four labor representatives.)

At the local level, too, economic development groups are placing more emphasis on skill training and labor involvement. The Economic Development Executives of Washington (EDEW) found in one survey that 41 percent of associated development organizations in the state included labor representatives on their governing boards. All of these organizations integrated information on training

services into their job retention packages. Those organizations that showed "broad-based involvement from the general community" were most effective in helping new and expanding businesses, the report concluded (Economic Development Executives of Washington 1988).

When the Seattle-King County Economic Development Council prepared its Framework for the Future plan, it was formulated by a task force that included Washington State Labor Council representatives, the building trades, and the Hotel and Restaurant Employees Union. The plan praises labor for being "actively engaged" in an early warning system that fosters "aggressive intervention to retain existing businesses" (Seattle-King County 1986). It also highlights education, training, and skill upgrading as important elements of a healthy local economy.

Labor Input from Coast to Coast

Although the experience of the state AFL-CIO federation in Washington represents one of labor's most sophisticated efforts to influence the flow of investment capital, similar activities are prevalent coast to coast. The Oregon AFL-CIO (1982), for example, formulated a comprehensive economic development plan for the state. Parts of that plan were passed by the legislature and adopted as state policy by Governor Neil Goldschmidt. The business retention strategy includes an early warning system to avoid plant closures, technical assistance to troubled firms, a stabilization and conversion fund, and targeted training monies (Oregon State Legislature 1989; Fishwick 1990).[3] Coordinating much of this activity is former Oregon AFL-CIO Secretary Treasurer Robert Baugh, manager of the Workforce Development Section of the Oregon Economic Development Department.

The Illinois State AFL-CIO receives a regular allotment of funds from the Prairie State 2000 Authority, the state retraining and skill upgrading program. The state AFL-CIO federation then contracts with local unions to upgrade the skills of their members in various locations. Since 1978, the state federation has operated a Manpower Assistance Program to respond to plant closures and link unions with job training resources (Cosgrove 1989).

In Ohio, the state building trades council created the Ohio State Building and Construction Trades Training Foundation in 1985. Written into the state budget, the foundation obtains a minimum of $500,000 per year in state economic development funds to continuously upgrade the skills of construction workers (Ohio State Building and Construction Trades Training Foundation 1988).

In nearby Michigan, jobs and economic development are top priorities of the Michigan State AFL-CIO. During 1985, the state federation operated a Labor Economic Development Education Program to train labor leaders in economic development practices and encourage their involvement in economic revitalization. Program staff surveyed union officers, prepared materials on issues such as tax abatements and industrial parks, and spoke across the state (Michigan State AFL-CIO 1989).

The state of Michigan has mandated organized labor representation on the boards of the Community Growth Alliances, a network of regional development

organizations. A training manual developed by the Michigan Department of Commerce includes an entire chapter on how labor can be a "strong positive force" in the health of local economies (Conboy and Oshiro 1988).

Created in 1984, the Massachusetts Industrial Services Program (ISP) has served more than 400 companies and saved some 16,000 jobs. Oversight of the program is provided by an eight-person advisory board that includes two labor representatives and is co-chaired by Secretary of Labor Paul Eustace, a former machinists union leader. The ISP monitors the financial condition of firms; provides technical assistance to troubled companies; funds feasibility studies for worker buyouts; and operates Industry Action Projects, a highly innovative effort in which the state has pulled together unions, companies and community groups in the machine and needle trades to develop training and economic development strategies for their industries (Industrial Services Program 1988).

These examples are highlights of organized labor's state-level activity around job retention, plant closing avoidance, and skill upgrading through customized training. In Pennsylvania, the state AFL-CIO helped to create the MILRITE Council, an organization that actively involves labor in formulating economic development strategy. In New York, labor participates in the Industrial Cooperation Council. The California Labor Federation and AFL-CIO, working with the Labor Institute of Public Affairs and the Human Resources Development Institute (HRDI), launched a special outreach program to involve unions in the state's ETP. The machinists union and auto dealers in Contra Costa and Santa Clara counties recently received about $3.3 million in ETP funds to provide auto mechanics with upgrade training in fuel delivery systems, emission controls, and repair of advanced electronic components (Employment Training Panel 1989).

National Implications

The accomplishments of state-financed, customized training programs not only have demonstrated the compatibility of economic development and skill training objectives, but also have established an important precedent regarding increased government intervention into the internal operations of firms. These developments represent a departure from traditional public policy, as Peter Creticos and Robert Sheets (1989) have observed, because government is "socializing" a portion of firms' training expenses based on the expectation that workers' increased skill levels will benefit both the specific company and the entire industry. As this perspective gains broader acceptance, it may undercut a typical employer argument that increased spending on training is "lost" when workers move from one firm to another. In other words, the more that government resources are utilized for training-related services, the more likely employers are to integrate such activities into overall corporate strategy, a dynamic that benefits the entire society.

At the national level, there are glimmers of enhanced economic development and training linkages and government encouragement of continuous learning as a private sector competitive strategy. Six sections of the Economic Dislocation and Worker Adjustment Assistance (EDWAA) Act, which took effect July 1, 1989, refer to economic development agencies, employee ownership, and job creation. As

described in Section 314 of EDWAA, for example, the duties of the state dislocated workers unit include providing financial and technical information to economic development agencies to "assist in efforts to avert worker dislocation" (*Employment and Training Reporter* 1988).

As part of its Apprenticeship 2000 Initiative, the U.S. Department of Labor (USDOL) is actively exploring how federal resources can be utilized for the skill upgrading and retraining needs of currently employed workers. The status of this historic policy change is captured in the November 1989 USDOL report, *Work-Based Learning: Training America's Workers*, which asserts a "framework for new national leadership" in which the department adopts a "significant new role" going beyond services to disadvantaged persons to an "additional emphasis on training and retraining issues affecting all workers."

HRDI, the employment and training arm of the AFL-CIO, is drawing upon a vast reservoir of union experience in apprenticeship, skill upgrading, and continuous learning systems (Marschall 1990).[4] With a USDOL grant, HRDI is operating an Upgrading and Career Ladder Program (UCLP) that will develop innovative approaches to upgrade the skills of active employees in service and manufacturing firms. The UCLP will help to create flexible and adaptable systems of "structured work-based learning" that integrate formal on-the-job training with theoretical instruction. The focus of the UCLP is a series of demonstration projects in the aerospace industry, medical care institutions, and high tech manufacturing.

A consensus is emerging that greater human resource investment, when coupled with the implementation of new technology and innovative forms of work organization, is essential to the vitality of individual companies and the nation's economic health. Essentially, government entities and a growing number of employers are coming to accept organized labor's century-old argument: that education, training, and continuous learning are absolutely central to promoting economic opportunity and maintaining the values of family, community, and citizenship.

The interrelationship between effective training and union/worker participation will be a major subject of research and practice in the years ahead. As the federal government investigates state experience in economic development and training, unions will strive to intensify their involvement in debate over appropriate government action. Guiding labor's input will be a central principle: that workers and their unions must fully participate in the design, implementation, and administration of work-based continuous learning systems. Workplace learning will attain its full potential only if individual workers and their unions feel a sense of ownership over training programs and are progressively empowered by them to play a significant role in a wide range of traditional "management prerogatives."

Endnotes

1 Shoch provides a perceptive analysis of the rise and fall of national industrial policy.

2 Eisinger remarks that each state is crafting "separate little industrial policies" (p. 6), offering a new model for the government role in economic policy and, "by its willingness to assume equity positions in private undertakings . . . and by its first tentative embrace of strategic planning, the entrepreneurial state has fashioned a far more intimate form of involvement in the private market than anything to which Americans have been accustomed (p. 341).

3 Based on a review of other state programs, Fishwick makes recommendations for additional activities.

4 This report includes a sample of twenty-two union-involved training programs.

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Meeting the Challenge: The Governor's Initiative for Work Force Excellence

by Karen E. Horne

"To continue to be an international leader, we need a workforce that continues to learn."

Governor Carroll A. Campbell Jr.
South Carolina

Introduction

South Carolina Governor Carroll A. Campbell Jr. created the Governor's Initiative for Work Force Excellence in 1988 due to a growing awareness of the state's position in the global and national marketplace, and the vital role that a quality workforce plays in continued economic growth and development. The initiative is a model for job training that is the first of its kind in the nation.

Business leaders throughout the state have been extremely receptive to the idea of reforming partnerships among private industry and state human service programs to create an effective system to deliver basic skills training programs in the workplace.

Governor Campbell appointed a consortium of the state's business leaders to serve on roundtables. These ensure that industry needs are met through the coordination of services of educational providers and workforce specialists.

The Initiative for Work Force Excellence offers employers a range of curriculum options for basic skills training that can be tailored to employees at the workplace level. For program purposes, the term basic skills refers to those skills needed to perform a job or to upgrade to a higher job. Basic skills encompass subjects from learning to read and daily "job" vocabulary to technical math and basic computer competency skills.

Workforce Specialists

Governor Campbell placed workforce specialists at each of the state's sixteen technical colleges as basic skill ing consultants. The specialists coordinate effective delivery of basic skills services through local literacy councils, adult education agencies, and technical colleges. The workforce specialists are experienced in the development of workplace training programs from introduction to businesses to final program evaluation.

Research conducted by the specialist provides businesses with a profile of their workers' potential and educational needs. The workforce specialist is a liaison between educators and businesses, forming a partnership in which problems are met with solutions. These individuals are accountable for the entire planning and implementation of the basic skills program.

Steps in this process include setting goals and objectives for employee participation, management and employee orientations, assessment, provider orientation, scheduling of class times, and review and evaluation. The workforce specialists monitor each step of this process and participate in ongoing evaluations to ensure that the goals of the employer and employees are met.

Goals and Objectives

Developing goals and objectives for companies and individual participants is the most important aspect in the implementation of a workplace basic skills program. Once goals and objectives are established, they are shared with the providers so that instructional approaches and materials are tailored to meet everyone's expectations. The employer and the workforce specialist define the expected competency outcomes for the program. A timetable for the training is established at this point in the program development process.

Company Commitment

The level of commitment of the company to offer basic skills training as an employee benefit holds a direct correlation to program success. Management from the first-level supervisor to senior level and corporate staff must be supportive of the program from the planning stages to the final evaluation.

Incentives offered by the company can provide tangible motivation for class attendance and course completion. Incentives vary by company, ranging from classes on company time and savings bonds to company sportswear and paid vacation time. The most successful initiative programs contain an incentive component.

Management and Employee Orientations

A full understanding by management and employees of the benefits of training through the initiative is vital to the program's success. Presentations, designed to provide information and motivate participants, are made by the workforce specialist.

These orientations are made first to top levels of management, then to supervisors followed by employees. As stated previously, all supervisors must support and encourage employees to participate in the program in order to gain maximum benefit. Individual supervisors also need to offer daily reinforcement of the program goals set by both the company and employee.

The ultimate goal of the orientation is to remove any impediment an employee has to the education process and to promote the concept of skills enhancement in a manner that will encourage optimum participation. The most effective employee orientations present the training as a company benefit and as an opportunity to prepare for future business growth.

All aspects of the training program are discussed in an open and candid forum, with questioning and interaction between the workforce specialist and the potential employee participants. Orientations are scheduled at the employees' convenience (i.e., pre/post shift) and are advertised throughout the company well in advance.

Employee Assessment

Prior to the scheduling of classes, participants' skills are assessed to determine the beginning level of training and beginning competency levels. Test validity and liability are two common concerns among employers.

Most initiative programs have used the TABE (Test of Adult Basic Education) locator test to identify starting reading and math levels. However, the TABE is not able to provide results leading to job contextual basic skills deficiencies. For this, the workforce specialist will do an analysis of the employees' daily job tasks and design a job specific mastery test or "cloze" exercise.

All results are confidential between the workforce specialist and the employee, a point which is stressed to the employee to allay personal concerns regarding the program. Test results are presented to the participant by letter or during a personal counseling session. If letters are used, the workforce specialist must be available for individual counseling regarding test results.

Program Planning

Once the employer's goals and employee assessment data are compiled, program planning can begin. It is at this stage in the process that class schedules and locations are established. All training is conducted at the worksite at a time convenient to the participants. The workforce specialist works closely with the employer during the planning process and brings in all selected providers at this time. Agreements outlining the responsibilities and training objectives among all parties also are established at this juncture. Factors taken into consideration include:

- Measurable goals;
- Company expectations;
- Course length;
- Program costs;
- Instructor standards; and
- Monitoring requirements.

Course Components

In all courses, participant recognition and self-esteem are integral elements. Because the majority of participants have encountered difficulty in traditional educational settings in the past, developing a "comfort zone" and building individual self-esteem are two aspects constantly reinforced in initiative programs.

Recognition from the company, such as awards for attendance, achievement, and effort, are offered. Certificates from the Governor are also available for all students.

With information extrapolated from the assessment data, a contextual curriculum is developed. After a thorough plant tour and job audit, the workforce

specialist and instructor can design and develop an appropriate curriculum using the employee's daily vocabulary and any paperwork or forms used in their daily routine as class material. The curriculum may include problemsolving, critical thinking, writing, and self-esteem building. Staff development for workforce specialists and instructors has been offered in the areas of critical thinking skills and problem-solving instructional techniques.

Grant monies have been used to develop many job-specific curriculums for implementation in the textile industry. Also, a pre-SPC (Statistical Process Control) math curriculum has been designed and used extensively. A curriculum file was developed to catalog all current job-specific courses for the workforce specialists to use when contacting business and industry.

Roundtables

To ensure that the needs and goals of business and industry are consistently met, the Governor appointed forty-three roundtables at the inception of the initiative. The roundtables consist of more than 300 of South Carolina's top business leaders serving in all areas of the state.

Meetings are conducted at regular intervals with the workforce specialist to guide and govern local initiative activities. Each roundtable maintains its own set of bylaws and each elects a chairman yearly. Quarterly reports are maintained detailing all roundtable activities and highlights across the state. Yearly meetings for the Governor and the roundtable chairs are held to ensure that the Governor's statewide goals and expectations are being met.

Many roundtables are active sponsors and participants in community youth activities, such as anti-drug seminars and reading clubs with professional athletes and representatives from technical colleges.

Economic Development

South Carolina is currently enjoying one of the strongest periods of economic growth in its history. The state's economic future depends on a well trained, quality workforce. The Governor's Initiative for Work Force Excellence is not only upgrading the basic skills of South Carolina workers, but also has evolved into a valuable economic development tool. The initiative is an asset in providing a functional workforce into the next century.

Family Literacy

Renewed emphasis on literacy and basic skills by national figures such as First Lady Barbara Bush has provided a tremendous boost to workforce training programs. Building on her leadership in family literacy, the initiative has opened pilot classes to immediate family members. Employees participating in initiative classes frequently expressed concerns about their spouses, children, and others who were experiencing the same problems. It has become increasingly apparent that literacy training has a positive effect on entire families rather than just individual family members.

Summary

Since its inception in 1988, the Governor's Initiative for Work Force Excellence has become a paradigm for workplace training programs across the nation. Almost 400 companies have made the commitment to upgrade the basic skills of their employees through the initiative. More than 18,000 South Carolina workers have participated in initiative training programs.

This nontraditional approach to adult education has proven extremely effective in getting adult workers to return to the classroom. While employees are learning basic and application skills such as problemsolving and critical thinking, the quality of the state's workforce is improving. South Carolina is preparing for the future by ensuring a marketable pool of workers to help the state remain competitive in the global marketplace.

Pennsylvania Youth Apprenticeship Program: A Work-Based Learning Demonstration Project

by Robert W. Coy Jr. and Brian Bosworth

Summary

The commonwealth of Pennsylvania has established a demonstration project to test new approaches to work-based learning and to help young people bridge the transition from school to work. A four-year apprenticeship project will provide a combination of academic, technical, and occupational education for young people who will begin the program at age sixteen or seventeen, having completed the tenth grade. The apprentices will be paid a wage for the full four years of the program. They will finish with a high school diploma, skilled worker status, and up to two years of postsecondary credits transferable to four year colleges in Pennsylvania.

Focused initially on the metalworking industry, the project will help prepare the highly skilled and flexible workers needed by manufacturing companies in the twenty-first century. It will provide young people with the skills required for high wage employment and help them get started with postsecondary education. After a year of careful planning and design, the project will be inaugurated in September 1991 in four regions where metalworking firms are clustered—Philadelphia, York/Lancaster, Erie, and Pittsburgh. As this project demonstrates the potential of youth apprenticeship for education and training, the system gradually will be expanded to other industries and other regions of the state.

Origins of the Project

In the past few years, increasing numbers of employers have expressed sharp concern about the mismatch between the skills of new job entrants and the demands of the modern workplace. Nowhere is this concern etched more sharply than in the manufacturing sector of the commonwealth of Pennsylvania. Especially in the metalworking industry, employers are experiencing severe problems in recruiting young people with the kind of academic and technical proficiencies that provide a solid foundation on which to build occupational skills.

The emerging crisis of workforce preparation has its origins in several economic, technological, and demographic trends. These problems have been well studied in Pennsylvania and throughout the nation. Some of the key findings of these studies are the following:

- The effective application of modern technology to produce customized products for international markets requires workers with new and higher skills.
- Many young people leave the secondary education system without appropriate academic, technical, and occupational skills or the ability to acquire new skills quickly.
- There is little connection between school and work or between employers and educational institutions, and there is little opportunity for young people to learn career skills in a job setting.
- Most employers do not have good training programs for new or current workers and most on-the-job training is unconnected with formal education.

In 1989, Pennsylvania began to analyze the success of worker preparation strategies of several Western European nations and to assess the feasibility of adapting some elements of those strategies to needs in the commonwealth. The youth apprenticeship system of countries such as Germany and Denmark has received particular attention. It combines the development of skilled workers with a system of helping young people bridge the transition from school to the workplace.

In February 1990, the Departments of Commerce, Labor and Industry, and Education created a joint Work-Based Learning Pilot Project Study Team drawing on key representatives of labor, business, education, and government. The commonwealth was assisted by a project design team from CDS International, a New York-headquartered nonprofit firm that promotes international awareness in business and education, and from Jobs For the Future, a Massachusetts-based nonprofit organization with special expertise in the design of new solutions to worker preparation problems. The National Tooling and Machining Association (NTMA) and its four chapters in Pennsylvania agreed that the tooling and machining industry in particular, and the metalworking sector in general, would be an excellent testing ground for analyzing the potential of youth apprenticeship.

The study team concluded early in the project that European systems could not simply be imported to solve Pennsylvania's problems. There are too many differences in culture, education systems, and economic organization. However, the team found that some of the key principles that are well established in nations such as Germany and Denmark do offer a beginning point from which to "invent" a new system of youth apprenticeship that could work in Pennsylvania.

These key principles include using the workplace as a learning center and integrating school with work; giving employers, educators, and workers joint ownership of the system; measuring outcomes in terms of common standards of proficiency; emphasizing flexibility and "learning to learn" skills; integrating secondary and postsecondary credentials; and promoting the value and status of manufacturing employment.

The study team concluded that the concept of youth apprenticeship could bring enormous improvement to the way that young people prepare for work and for life. It recommended that the commonwealth move forward with the design of a major demonstration project in the metalworking sector.

Key Elements of the Project

While many aspects of the project remain to be designed over the next several months, the essential ingredients of the current plan are as follows:

- The project will be targeted to the metalworking trades in several hundred manufacturing firms clustered in four regions—Philadelphia, Pittsburgh, Erie, and York/Lancaster. School districts and employers in those areas will combine academic, technical, occupational, and learning-to-learn skills in secondary and postsecondary credentials. Those who finish the program will have a high school degree, a skilled worker status in a high-wage industry, and postsecondary credit (the target is two years

certified by an associate degree) fully transferable to four year-colleges and universities.

- Young people will apply for this program at the end of their second year of high school, at age sixteen or seventeen. Admission will be based on a competitive examination of foundation skills. The program will be marketed (eventually starting in junior high) as a high status choice to "mainstream" high school students, with a special (but not exclusive) emphasis on those who see themselves as probably not bound for college. The desired first-year enrollment level is about sixty youngsters in each of the larger regions around Philadelphia and Pittsburgh and thirty in each of the smaller regions around York/Lancaster and Erie. Achieving similar targets in year two would result in an enrollment by September 1992 of 360 youth apprentices.

- Each person selected to participate will enter into an apprenticeship contract with a participating employer who offers a training slot. Neither party would be obligated to an employment agreement following the apprenticeship. Contracts for the first year participants should be signed by June 1, 1991, with work assignments beginning on September 1. Participating employers will follow a general framework curriculum and will help train senior workers and supervisors to serve as mentors for the apprentices.

- The curriculum will be developed by a team led by a "master teacher" and a "master worker" from Pennsylvania. It will be based on a set of necessary outcome proficiencies developed jointly the employers, workers, and educators from participating secondary schools and colleges and universities. The curriculum will not develop narrow job-defined specialists, but rather broadly skilled and flexible metal working technicians who have the ability to acquire new skills as needed in the future workplace, and to learn them quickly and accurately. The curriculum will be carefully linked with current adult apprenticeship programs in the metalworking trades. (The last year or so of these traditional adult apprenticeship programs might sometimes be desirable to "top off" the youth apprenticeship program.) The curriculum also will draw from existing training programs developed in the United States by such groups as the NTMA and from "best practice" youth apprenticeship programs in Germany, Denmark, and other nations.

- The instruction will be delivered chiefly in work settings. In the first year, this might mean that as much as 40 percent of the time will be spent in a conventional classroom setting, but in the following years the time spent in the traditional schoolplace will decrease to about 25 to 30 percent, with fully three-fourths of the apprentice's time spent in the workplace. The objective is not to limit academic instruction in favor of occupational training, but rather to use the workplace as the prime site of learning for all skills. The classroom instruction part of the curriculum will be provided and financed in each region on a joint basis by participating schools. The participating schools will also provide teacher/trainers who will assist

employers in providing the work-based portion of the curriculum. No additional state or federal subsidy for the costs of this instruction is now planned.

- The apprentice would be paid a salary by his or her employer for a forty-hour week, regardless of how much time is spent in classrooms off the work site. The apprentices (and their training firms) should see themselves as both workers and learners with the emphasis on the former. The apprenticeship wage in the first year might not be much above minimum-wage levels, but should increase gradually as the apprentice develops higher skills and makes a stronger contribution to the output of the employer. No public subsidy of this wage is now planned.
- Participating student-apprentices, their employers, mentors, and the teacher-trainers will receive extensive and continuing advisory and counseling support throughout the program. There will be strong emphasis on providing peer-oriented social experiences for apprentices, employers, and teacher-trainers.

Financing, Organizing, and Managing the Project

The project plan calls for twelve months of program design and initial curriculum development—September 1, 1990 to September 1, 1991—with the first apprentices starting their work on or about September 1, 1991. The next twelve months would see the completion (and redesign as appropriate) of the curriculum and recruitment of the second class of apprentices.

The budget for the critical first two years of design and implementation of the project is now estimated at about $1.5 million, with almost two-thirds of these costs concentrated in year one. The budget includes the cost of providing technical assistance in all aspects of project design; defining the outcome competencies; developing the curriculum; establishing the institutional framework for the education and training activities; developing systems to recruit, select, and counsel employers; marketing the program to students, parents, schools, and employers; and managing and coordinating the project at the state level and in each of the four regions.

The budget does not include any of the expenses for apprenticeship wages or for delivering the education and training services. These will be borne by participating employers and school districts, respectively. (These and other in-kind costs are estimated at about $2.3 million over the first two years of the experiment, including only one class year of apprentices.)

At the commonwealth level, oversight for the program will come from the Job Training Management Committee (JTMC), an interagency group that is chaired by the Secretary of Commerce and includes the Lieutenant Governor and the Secretaries of Labor and Industry, Education, and Public Welfare. The JTMC will appoint a Youth Apprenticeship Board of Directors drawn from business and labor leaders, parent and civic groups, government officials, and teachers and education administrators from secondary and postsecondary institutions. The board will appoint a Project Manager.

The board will contract with local project management organizations in each region to coordinate the work at the local level. Those organizations will create local "stakeholders groups" to facilitate project design work and, within the framework established by the board of directors, to recruit school systems, employers, and students into the program.

The goal of this project is to test the creation of a new system that could be extended throughout the commonwealth. That system must assure that the common skills developed by all apprentices can be uniformly certified in order to be fully transferable to employers across the commonwealth. However, this is a program of experimentation and each participating region will have considerable flexibility within a general framework of curriculum and organization.

In conclusion, if this project demonstrates that the concept of youth apprenticeship can work in Pennsylvania, it should be expanded into an alternative form of education widely accessible to young people throughout the commonwealth. The design of the project therefore emphasizes replicability and transferability of a system, not just a set of unconnected, add-on programs.

Utilization of Joint Labor-Management Committees in Plant Closings and Mass Layoffs—The Michigan Experience

by James M. Houck and Richard Baker

Michigan first began to utilize joint labor-management committees to plan worker adjustment programs in 1986 when the state participated in the Canadian American Plant Closing Demonstration Project, jointly sponsored by the National Governor's Association and the U.S. Department of Labor. The initial results of this experience showed that joint adjustment committees showed great promise compared with other means of assisting dislocated workers.

One early example, the Ore-Ida plant closing in Greenville, Michigan, was documented in a November 1989 General Accounting Office report to the Committee on Education and Labor, U.S. House of Representatives, *Dislocated Workers: Labor-Management Committees Enhance Reemployment Assistance*. The report showed that committees helped tailor assistance strategies to meet worker needs, facilitated early intervention by informing workers of re-employment options before layoff, and enhanced service delivery by serving as an intermediary between the world of service providers and clients. Michigan's experience showed high participation rates, placement rates, placement wage rates, and wage retention rates compared with non-committee responses statewide.

Plant Closing and Mass Layoff Sites Using the Labor-Management Neutral Model in Michigan

Michigan agreed to test the Canadian approach at two plant sites. Initial results proved so successful that the model was promoted in several subsequent plant closings. From January 1987 to June 30, 1989, when the Economic Dislocation and Worker Adjustment Assistance Act (EDWAA) became law, Michigan established seven labor-management committees. Between July 1989 and August 1990, eight additional labor-management committees were established. These sites are:

January 1987-June 1989

- Ore-Ida Foods

  Location: Greenville, Michigan
  Name of Union: UFCW Local 26
  Number of Employees Affected: 517
  Labor-Management Committee Started: 2/87
  Labor-Management Committee Terminated: 1/3/88

- GR Manufacturing

  Location: Grand Rapids, Michigan
  Name of Union: United Auto Workers Local 206
  Number of Employees Affected: 1,150
  Labor-Management Committee Started: 11/25/87
  Labor-Management Committee Terminated: 3/31/89

- Parker and Amchem

  Location: Morenci, Michigan
  Name of Union: United Auto Workers Local 1,154
  Number of Employees Affected: 67
  Labor-Management Committee Started: 11/11/87
  Labor-Management Committee Terminated: Ongoing

- Production Plated Plastics

  Location: Richland, Michigan
  Name of Union: United Auto Workers Local 2043
  Number of Employees Affected: 60
  Labor-Management Committee Started: 11/15/88
  Labor-Management Committee Terminated: 9/30/89

- Hydreco

  Location: Galesburg, Michigan
  Name of Union: IAM Local 2078
  Number of Employees Affected: 110
  Labor-Management Committee Started: 1/88
  Labor-Management Committee Terminated: 6/30/89

- General Electric

  Location: Holland, Michigan
  Name of Union: IUE Local 931
  Number of Employees Affected: 530
  Labor-Management Committee Started: 12/87
  Labor-Management Committee Terminated: 12/31/88

- IPC

  Location: Farmington Hills, Michigan
  Name of Union: United Auto Workers Local 157
  Number of Employees Affected: 171
  Labor-Management Committee Started: 2/1/89
  Labor-Management Committee Terminated: 10/31/89

July 1989-Present

- U.S. Auto Radiator Manufacturing, Inc.

  Location: Highland Park, Michigan
  Name of Union: UAW Local 351
  Number of Employees Affected: 180
  Labor-Management Committee Started: 10/24/89
  Labor-Management Committee Terminated: Ongoing

- American Transportation/Greyhound

  Location: Detroit, Michigan
  Name of Union: Non-Union
  Number of Employees Affected: 35
  Labor-Management Committee Started: 9/27/89
  Labor-Management Committee Terminated: 12/31/89

- Inland Lime and Stone Company

  Location: Gulliver, Michigan
  Name of Union: United Steelworkers of America Local 4302
  Number of Employees Affected: 190
  Labor-Management Committee Started: 3/1/90
  Labor-Management Committee Terminated: Ongoing

- Electro-Wire Products

  Location: Owosso, Michigan
  Name of Union: Non-Union
  Number of Employees Affected: 270
  Labor-Management Committee Started: 3/1/90
  Labor-Management Committee Terminated: Ongoing

- Kortech Stamping

  Location: Warren, Michigan
  Name of Union: United Auto Workers Local 351
  Number of Employees Affected: 109
  Labor-Management Committee Started: 1/31/90
  Labor-Management Committee Terminated: Ongoing

- G. Heileman Brewing Co., Inc.

  Location: Frankenmuth, Michigan
  Name of Union: AIW Local 812
  Number of Employees Affected: 207
  Labor-Management Committee Started: 6/8/90
  Labor-Management Committee Terminated: Ongoing

- Borg-Warner Automotive Industries

  Location: Sterling Heights, Michigan
  Name of Union: United Auto Workers Local 314
  Number of Employees Affected: 129
  Labor-Management Committee Started: 8/13/90
  Labor-Management Committee Terminated: Ongoing

- Combined Three Plant Labor-Management Adjustment Committee
  - Novi Plastics

    Name of Union: None
    Number of Employees Affected: 120

  - Spring Technologies

    Name of Union: None
    Number of Employees Affected: 20

  - W. R. Grace

    Name of Union: None
    Number of Employees Affected: 15
    Labor-Management Committee Started: 8/13/90
    Labor-Management Committee Terminated: Ongoing

Michigan's Experiences with Joint Adjustment Committees

Since the enactment of EDWAA and Michigan's Rapid Response Program in July 1989, the Governor's Office for Job Training (GOJT) has been a strong proponent of joint labor-management committees as the preferred means to manage dislocated worker programs. The experiences gained as a result of participation in the Canadian American Demonstration Project have shaped Michigan's approach to using the Michigan model for adjusting to plant closings and mass layoffs. A schematic diagram of this model is attached. This model calls for the Joint Adjustment Committee (JAC) to occupy a central position in the decision-making process regarding what services are needed by dislocated workers and how they should be provided. On-site evaluations in Canada during the pilot phase of the demonstration project revealed a substantial autonomy and independence of authority exhibited by the Canadian committees. It appeared that a large measure of the success attributed to the Canadian system was its flexibility and simplicity and the fact that committee representatives had explicit ownership of the process of development and administration of the worker adjustment effort.

Under EDWAA, the Michigan model has changed to reflect the funding and policy implications/relationships inherent in the act. Michigan's Rapid Response Program involves a team approach. When a warning notice is received by the Dislocated Worker Unit (DWU), located in the GOJT, contact with the company and union (if present) is initiated by DWU staff called Industrial Adjustment Consultants (IACs). The IAC convenes a meeting with the company, within forty-eight hours if possible. The meeting is organized to include a representative of the local JTPA office and Michigan Employment Security Commission. The rapid response team, in an initial meeting with the company, assesses the situation and develops a plan of action that may include a labor-management committee. In Michigan, about 14 percent of companies that received a rapid response team contact agreed to establish a JAC. Michigan has established fifteen JACs to date. We are hopeful that the percentage of companies willing to participate in this model will improve as other

companies and substate grantees gain experience with this approach. We now are able to make some observations regarding some basic policy questions.

■ *What Sites Are Appropriate for the Use of Joint Adjustment Committees?*

The key requirement for establishing a JAC is that the committee be voluntary. A JAC should not be forced on either party. We have found that explaining the benefits of a JAC to labor and management often is sufficient to encourage their acceptance of the labor-management committee approach.

Companies that represent good prospects for the establishment of a JAC include those that have positive employer-employee relations. However, companies that have had poor labor-management relations are sometimes willing to join together during adversity to assist their employees. Nonetheless, the need for cooperation is critical, and the more adverse the parties have been in the past, the more difficult it is for the committee members to develop a harmonious working relationship with each other and with the larger workforce. Companies that have had successful employee participation programs often are naturally comfortable with the idea of a labor-management committee, and existing employee participation structures within such companies can be helpful in supporting committee activities.

Sufficient lead time also is critical. The sixty-day advance notice required under the Worker Adjustment and Retraining Notification Act (WARN) is helpful, but it is not enough. In our experience, there usually is just enough time to get the JAC established and engaged in preliminary planning efforts before the plant gates close. Lack of lead time puts undue pressure on committee members and service providers to get services in place that are appropriate to the circumstances and for which adequate contracting procedures have been followed.

Companies that are locally owned or that are independent cost- or decision-making centers, provide a more favorable setting for the JAC approach. We have found that if permission needs to be obtained from the parent company, the delays encountered can make establishing a JAC a liability in terms of getting services to workers as soon as possible. The degree to which company decisions can be made locally enhances the likelihood that the committee will be established quickly and will be given the support it needs to fulfill its mission.

Companies that are facing bankruptcy often are in a poor position to support a labor-management committee. For example, we have had to support 100 percent of the costs for two bankrupt companies. A bankrupt company is not as committed to the process without a direct financial stake. Also, there is some reason to believe that the labor-management committee will not be given the support it needs from the company while it is dealing with the financial and restructuring issues of the bankruptcy proceedings.

■ *What Factors Lead to the Success (or Failure) of Joint Labor-Management Committees?*

Labor and management should give a great deal of thought to the selection of labor-management committee members. The success of a committee effort is dependent on the capabilities and commitment of individual members and their ability to work together as a team. Decisions on committee members should be guided by

who is best suited for the job, not by political rewards or other reasons. Individuals should be selected who are not planning imminent departure from the company. They should have the respect of their fellow employees and be willing to represent their interests. Selected Individuals should be outgoing and hard working. They should have a positive attitude. It is recommended that the collective bargaining committee not be used as labor representatives on the committee, though committee representation is a good idea. Efforts should be made to ensure representation from the workforce.

We have found that team training in skills such as consensus decisionmaking, active listening skills, team building, and win-win problemsolving pays undeniable dividends throughout the project. Committee members, the neutral chair, and JTPA representatives should receive this training simultaneously and at the earliest possible time after establishing the committee. The degree to which all participants in this process can function as a team will expedite the decision-making process and give all members a feeling that they are working for a common purpose. Lacking this training, it is easy for the respective parties to pay more attention to their individual or agency agendas than to the primary mission of assisting dislocated workers make the transition to another job as quickly as possible.

- *What Is the Role of the Substate Grantee in the Joint Labor-Management Committee Model?*

Michigan has had extensive experience in utilizing Joint Adjustment Committees both pre- and post-EDWAA. The requirement that 50 percent of available Title III funds are provided by formula and another 10 percent on the basis of need means that financial resources to support dislocated worker programs are under local control. Substate Grantees (SSGs) have a vital role to play, essential to the effective operation of a JAC. That role varies according to the level of Title III activity in a given area. Where SSGs are solely the administrative body, their role is to ensure that their subcontractors perform according to agreed-upon standards. They may also serve as fiduciary agent(s) for the JAC, enabling funds to flow to support JAC activities. The SSG serves as an important local resource for information about services available in the area.

Joint Adjustment Committees must develop strong and positive working relationships with the SSG in their area if appropriate services are to be obtained to support dislocated worker programs. The Michigan model pre-EDWAA stressed a highly independent, autonomous Joint Adjustment Committee that made basic decisions regarding choice and method of service providers. That model has been modified to reflect the realities under which SSGs must operate.

The SSGs in Michigan are an integral part of the rapid response team. They serve as advisors to the JAC and assist them in service delivery. The SSGs vary across Michigan in terms of the mix of services offered and whether these services are offered directly by the SSG or under subcontract. The SSG and the JAC are encouraged to reach decisions regarding basic adjustment services and training and retraining services on a consensus basis. This is often a difficult process, as the SSG must address issues of liability, contract requirements, and funding limitations. The JAC's primary interests are obtaining the best possible services and securing them as

expeditiously as possible to assist their fellow employees. There is an inevitable tension in this dynamic that has been addressed differently among the various SSGs. In some cases, they have been willing to take strong direction from the JACs. In other cases, they have been more forceful and less flexible than the JAC might have wished. In yet other cases, they have resisted involvement in the JAC model altogether, regarding it as an impediment to their operations.

We believe that the relationship between SSGs and labor-management committees is a tenuous one that has some inherent contradictions perhaps not envisioned by Congress when it established the JTPA funding formula. This contradiction is lessened to the degree to which JACs serve as little more than sounding boards or review bodies for programs that are handed to them carte blanche.

Our experiences under the Canadian model lead us to believe that vesting significant decision-making capability in the hands of the JAC leads to higher utilization of services and higher quality services to participants than would be the case if the JAC were not utilized or if it had minimal contribution to the planning and implementation of dislocated worker services. JACs have a critical role to play in serving as a two-way communications provider to both employees and service providers. They can serve as a valuable asset to the SSGs in enabling them to provide services that dislocated workers are more likely to take advantage of because they accurately reflect the specific needs of that client population.

■ *Are Joint Adjustment Committees Cost-Effective?*

This is a question for which we do not have adequate information to support a conclusion. In the Ore-Ida project, the JAC spent much effort in analyzing various service provider proposals and ultimately negotiated costs that were many thousands of dollars less than they otherwise would have been. The final costs of that program showed a cost per enrollment of $977 and a cost per placement of $1,543. It is important to note that there was no "creaming" in this project and that the JAC worked earnestly to ensure that every Ore-Ida worker who wanted a job got a job, or the training to secure a good job down the line. It appeared that the Ore-Ida project resulted in costs that were less than the statewide and nationwide Title III averages.

We have not subjected our later projects to a rigorous cost/benefit analysis. It is conceivable that, in the short run, JAC model projects could result in dislocated worker responses that would be higher than if a committee were not used. Because JACs take into consideration the total population at a given plant site, enrollments and participation rates are apt to be higher. Since JACs quickly become familiar with the variety of basic adjustment and training services allowable under EDWAA, they may put pressure on the SSG to provide some services not formerly available, which the JAC feels are necessary for their fellow workers. There is also a tendency for JAC projects to last longer than may be the case if there is no JAC. Direct costs of establishing a JAC must also be taken into consideration. Our office estimates that the average cost of supporting a JAC (Title III contribution) is over $15,000, not including company match.

Another way of measuring cost-effectiveness is to look at cost savings. Our project results to date indicate that about two-thirds of the workers are re-employed

within six months after layoff. This saves substantial unemployment insurance costs and other social costs. National data indicates that on average one-third of all dislocated workers are still unemployed after one year.

- *What Administrative Difficulties Are Involved in Establishing Joint Labor-Management Committees and How Have They Been Overcome?*

An overriding problem since the first pilot program under the Canadian Demonstration Project has been the development of a contracting process that would enable the prompt flow of Title III funds to support JAC activities. This is a problem when the GOJT and the Bureau of Employment and Training (BET), the agency responsible for contract and fiscal management of Title III funding, have worked jointly to expedite funding. In the initial plant experiences, it was not unusual for it to take three months or more to obtain approval for a contract to support JAC activities. This funding delay caused considerable problems in getting program activities and services up and running in a timely fashion. Working together, our offices have developed a contract process that takes about two weeks, simply by streamlining the contract review process between both agencies.

Delays also have been encountered when companies have held up the contract while it was being reviewed at various points in the corporate hierarchy. In some instances, this has delayed the signing of the contract by several weeks.

We need to continue to work on a method to ensure that funds can be made available quickly so that a JAC can be formed and can select a neutral chair with a minimum of delay. To the extent that funds do not flow quickly, it can mean great difficulty and delay in getting services to participants.

- *Do Dislocated Workers Really Benefit More When A Joint Labor-Management Committee Is Established at Their Work Site?*

There is a great deal of anecdotal information that joint labor-management committees are a superior means of organizing a dislocated worker adjustment program. Michigan's experiences substantiate the many advantages of this model. Likely benefits to workers when a committee approach is used include earlier reemployment; access to better jobs; greater acceptance of programs and services offered by workers; higher productivity and morale, which translates into higher levels of self-esteem and motivation; improved service delivery tailor-made to the needs of the specific workforce; individual attention, which would not otherwise be available, and constant monitoring of program services to ensure that modifications are made to benefit workers before they are terminated.

Discussions with cooperating SSGs and service providers reinforce the benefits of working with a committee structure. They feel that the committees provide them with essential information on individual employees and the workforce as a whole, which would be impossible to obtain through other means. We have witnessed countless incidents where individual workers were assisted by committee members in solving their personal problems. The level of trust exhibited between committee members and workers is usually higher than between agency representatives. Committee members can serve as an effective bridge to enhance acceptance of services provided by concerned and dedicated agency staff.

It is important to note that not all of Michigan's experiences with the JAC approach have been positive. A joint labor-management adjustment committee is not a panacea for the complexities associated with a plant closing or downsizing. It is an approach that puts a significant part of the responsibility for program outcomes directly in the hands of those who are most directly affected by the event.

A plant closing or mass layoff is fraught with complexity and uncertainty. A labor-management committee can provide a focus for organizational efforts that would not otherwise be present, but it will not, in and of itself, ensure that the dislocated worker program is successful. Success will be determined by the larger set of interests—the company, union, state and local service providers, the community, and certainly the affected employees working together to accomplish an agreed-upon set of objectives.

■ *Is the Michigan Model Applicable to Other States?*

We believe that there is no reason why the Michigan Model would not be applicable to other states. Our experiences with labor-management committees are, on balance, very positive. It is recommended that any state that is interested in utilizing this approach conduct a thorough review of the Canadian system practiced by the Canadian Industrial Adjustment Service. The U.S. Department of Labor Bureau of Labor-Management Relations and Cooperative Programs is an excellent resource on the Canadian model.

■ *How Does Michigan's Experience Compare With the Canadian Experience?*

Our observations of the Canadian Industrial Adjustment System, during several on-site visits to Canada during 1986 and 1987, demonstrated a system pioneered and tested over twenty-five years. The use of joint labor-management committees was universally accepted in Canada as the right way to manage a dislocation event. Over 90 percent of plant sites contacted used the labor-management committee approach. Michigan's response rate has been about 14 percent. We have not yet established a climate of acceptance among the business, labor, and larger community and service provider networks, including the substate grantees. Although the idea is relatively new, we hope that repeated experiences with this model will help it sell itself.

More must be done by the state's dislocated workers unit to promote the advantages of labor-management committees. Historically, there has been distrust among labor, management, and government in this country. Varying levels of distrust and lack of cooperation still exist between and among state and local units of government and the general service provider network. This situation must be improved.

The Canadian system is largely nonbureaucratic and has relatively few service delivery agents. The focus of activities is the labor-management committee itself. The primary service provider network appeared to be the employment service and the local community college system. The Michigan experience in applying the Canadian system recognized early on that the level and complexity of bureaucracy and interagency rivalry both at the state and local level is considerably more cumbersome than appeared to be the case in Canada.

The Canadian system boasts a low placement cost of roughly $170 per worker. It has not been our experience that labor-management committees can place individuals for anything approaching this figure. The Ore-Ida case history indicated that placement rate costs averaged about half of the national average, and somewhat less than the statewide average for all individuals placed. We have not yet analyzed overall costs for subsequent projects.

- *How Will We Be Modifying the Program in the Future?*

Michigan's Dislocated Workers Unit will continue to be active in its promotion and use of labor-management committees to manage plant closings and mass layoffs. Our strategy will be to continue to work with key interest groups including organized labor, the general business community, state and local government organizations, and the JTPA system to promote the many advantages of labor-management committees. We are developing an extensive marketing effort to support these initiatives. We will be working closely with the substate grantees to develop policies to improve service delivery and contracting procedures.

- *What Needs To Be Changed in the Federal Legislation to Make the Labor-Management Committee Model More Effective?*

In our experience, the sixty days advance notice provided under the WARN legislation is a minimal period to organize an effective outplacement effort, whether or not a joint labor-management committee is used. Early experiences with the Ore-Ida project, for which five months advance notice was provided by the company, indicated the importance of adequate lead time to allow for program planning in advance of closing. Prior to the establishment of the WARN legislation, the average lead time provided by firms was two weeks for white-collar employees and one week for blue-collar employees.

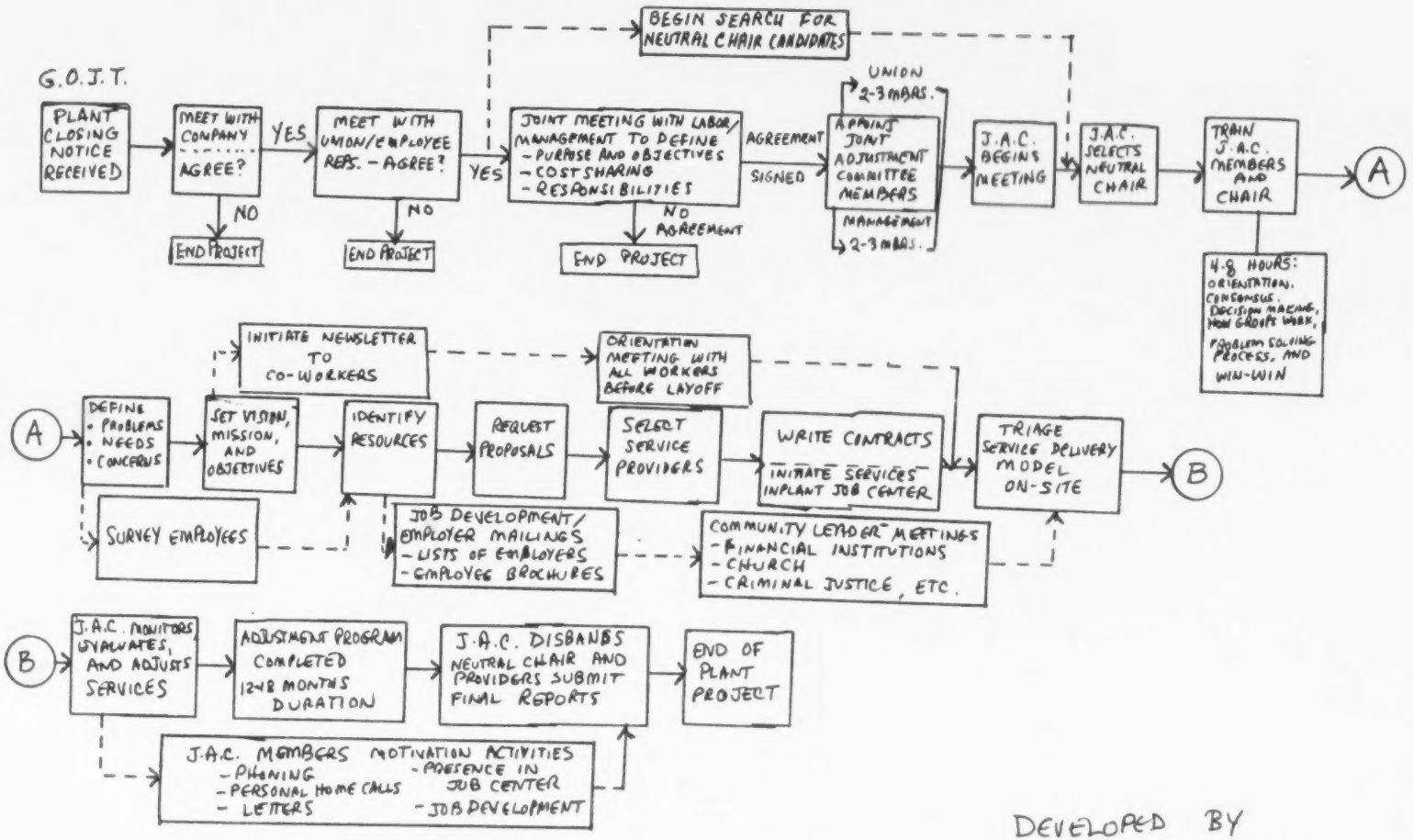
WARN has proved to be an important advantage in giving additional advance notice by firms large enough to be covered by the legal requirements of the act. Michigan has established a policy allowing the rapid response unit to intervene in plant closings or mass layoffs not covered under the WARN legislation if requested by the SSG, labor affiliate, or local unit of government. It may be useful to lower the size threshold under WARN to cover firms with fewer than fifty employees.

EDWAA

There is an inherent contradiction in the legislation that passes a majority of Title III funding to the SSGs, yet supports the establishment of joint adjustment committees that may have to negotiate with them for services to assist the dislocated workers they represent. It would be helpful if the legislation delineated more clearly the relationships between labor-management committees and SSGs.

It might also be useful to build some incentive into the legislation that would encourage the SSGs to participate in the establishment of labor-management committees. Perhaps there could be a requirement that the Title III 10 percent holdback could only be allocated to those SSGs that had actively participated in the use of labor-management committees.

Michigan Model
Joint Labor-Management Plant Closing Response



DEVELOPED BY GOVERNOR'S OFFICE FOR JOB TRAINING

Project ESTEEM: Encouraging Special Talents and Enriching Esteem and Morale

by John T. Kontogianes

Introduction

Tulsa Junior College (TJC), the Private Industry Training Council (PITC), and the Oklahoma Department of Human Services (DHS) have cooperated in the development of a five-tier literacy and mathematics skill enhancement program that provides clients of DHS, primarily individuals receiving Aid to Families with Dependent Children (AFDC), with the skills to earn their General Educational Development (GED) certificate and broaden their employment options. The pilot program was held entirely on the northeast campus of TJC during the spring 1990 semester.

TJC is a comprehensive community college deriving most of its support from the state of Oklahoma with access to local millage and bond money designated for vocational-technical programs and capital improvements, respectively. The college enrolls about 36,000 students annually in credit courses on three campuses and serves nearly 5,000 students in noncredit courses. Until 1970, Tulsa was the largest city in the United States without access to publicly funded higher education. With the establishment of TJC as part of the state system of higher education, the needs of the citizens of Tulsa began to be addressed.

The college has a complete university transfer curriculum and more than fifty technical-occupational programs designed to upgrade existing skills or provide entry for students into the job market. In addition, the college is well known throughout the state for its comprehensive counseling, testing, and student activities programs. The philosophy of the college is embodied in the goal of providing a positive college environment that encourages all students to see themselves as a successful and integral part of postsecondary education and eventually the workforce. With these objectives in mind, Project ESTEEM was established in November 1989, with implementation during the spring 1990 semester.

Project ESTEEM is a rigorous skills enhancement and esteem-building program providing students with the skills necessary, not only to earn the GED, but also to enroll later in college courses leading to productive employment. The first three tiers of Project ESTEEM are specialized curricula, created to meet the needs of clients testing below the eighth-grade level. The top two tiers are composed of zero-credit-level courses that already exist in the TJC academic offerings as part of the general developmental curriculum.

Project Funding

The pilot project start-up costs were jointly funded by PITC, DHS, and TJC. Funding contributions are summarized in Table 1. PITC will continue to fund all student tuition, fees, books, and supplies for the ongoing program, but students eligible for Pell grants or other entitlements are encouraged to apply for them. Tulsa Junior College will continue to provide facilities and funding for all staff.

Student Selection

Clients are selected and referred to the college by DHS, PITC, and the Eastern Oklahoma Educational Opportunities Program (EOEOP). The selection process

Table 1
Pilot Project Start-up Costs

Source	*Function*	*Amount*
Private Industry Training Council	Professional Counselor	$ 31,500
	Josten Learning Corporation Basic Skills Inventory	28,500
	Student Tuition, Books, Fees, and Supplies	18,000
	Subtotal	78,000
Department of Human Services	Client Support Services	312,000
		17,000
Tulsa Junior College	Faculty	5,000
	Facility Remodeling	27,000
	Computer Hardware	5,000
	Paraprofessional Laboratory Assistant	
	Subtotal	54,000
	Total	444,000

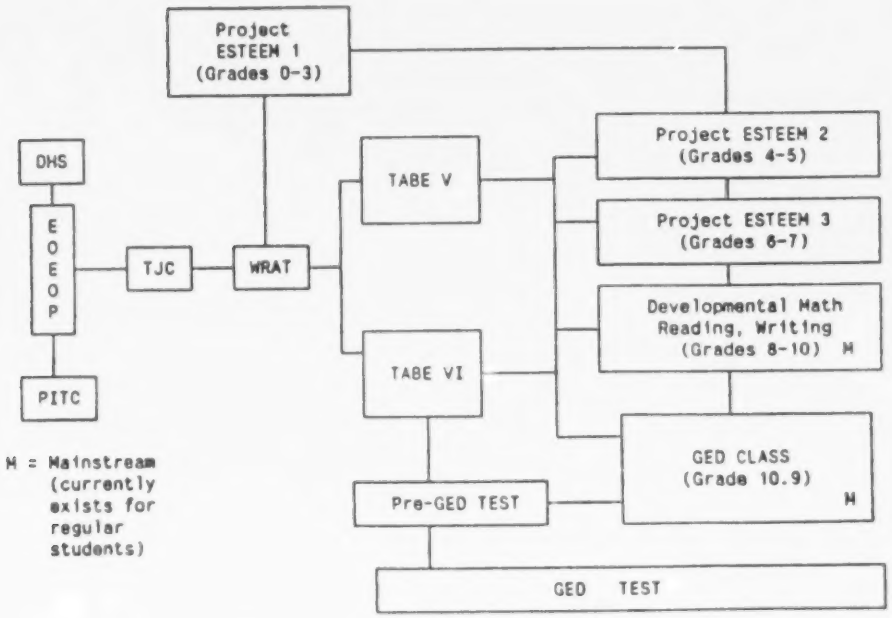
includes the use of academic assessment, motivational activities, and interest- and values-analyses. Most referrals are generated through orientation workshops that are cofacilitated by DHS, PITC, EOEOP, and TJC to recruit students. These five-day sessions familiarize DHS and PITC clients with the program. The Department of Human Services sends letters to their clients describing the seminars and informing them that child care and transportation assistance are available. During these orientations, instruments used for placement are administered and funding certification for individual students is made.

Academic Assessment and Placement

Instruments used in the assessment are the Wide Range Achievement Test (WRAT) as a screening test, the Test of Adult Basic Education (TABE) as a placement indicator, and the Pre-GED Test, if warranted by the TABE score. These assessment instruments are used by all referring agencies involved with this project. Figure 1 depicts the assessment procedure.

In the pilot project, 250 individuals attended the orientation sessions and of these, eighty students—seventy-nine females and one male—were chosen for the five levels of the program, sixteen in each skill group. During their enrollment at TJC, participants were encouraged to be involved in extracurricula activities. Instructors and counselors made every effort to mainstream students into the TJC environment so that rapport could be built between staff and other students and the probability of the continuation of their education past GED attainment could be enhanced.

Figure 1
Assessment and Placement Procedure



The Curriculum

Since existing developmental courses at the college address only those students reading at the eighth grade level or above, a specialized curriculum has been developed to meet the needs of those whose quantitative and verbal skills are below that level. The program of study for the first three tiers includes reading, writing, mathematics, computer-assisted instruction in English and mathematics, and personal development. Tiers IV and V contain the same instructional components; however, the curriculum is more closely related to the subject areas that must be mastered to pass the GED.

The reading courses emphasize phonics, learning how to sequence events in a story, looking for details, and drawing conclusions. Students work on building vocabulary to increase their comprehension skills. In addition to workbooks, the daily newspaper is used to supplement classroom reading materials. The more advanced reading course focuses on vocabulary skills and theme analysis.

The writing courses incorporate material on language usage, mechanics, sentence formation, and spelling. A student processing through Tier III should be able to construct a well organized paragraph containing a topic sentence and supporting details. In the advanced writing class the goal for the student is to write a meaningful, coherent essay.

The mathematics courses begin with computation with whole numbers and extend to the study of algebra and geometry. A practical approach is taken by the instructors, who encourage students to involve themselves with computations that they recognize at home or at the grocery store, or in the mail they receive. Special emphasis is placed on dealing with students' anxieties. All levels begin with sessions on reducing anxiety about mathematics and improving self-confidence regarding the student's ability to use mathematics.

The GED preparatory class provides instruction in the fundamental concepts of writing, mathematics, reading, science, and the social sciences. The instructors use a sequential program that emphasizes skills, application, and problemsolving. Students are required to write within the entire curriculum. Listening skills needed for future college classes also are developed.

The computer-assisted program utilizes the Basic Skills Inventory learning system developed by the Josten Corporation. A laboratory of twenty networked computers is used by the students under the guidance of a full-time laboratory instructor. Early in the semester, after becoming familiar with basic computer functions, keyboard mastery, and word processing, the students are computer-tested through a basic skills inventory and automatically placed into the appropriate lesson level in reading and mathematics for their subsequent laboratory work. More than 600 programs in English and 900 programs in mathematics are accessible to the students in this system. Especially effective is the simultaneous individual access of these programs by all students at their own levels.

The personal development courses use a wholistic approach to facilitate the academic, career, and personal growth of the student. A study skills component includes the development of positive study habits and attitudes. A career component emphasizes the importance of self-awareness in career decisionmaking, and a life skills component includes discussion of topics such as effective parenting, nutrition, money management, coping skills, and other critical issues. The level of complexity of the instruction in these courses varies with the group being taught. The courses are taught by a full-time professional counselor assigned to the program. Several off-campus speakers are invited to address the students on these topics and these individuals frequently serve as excellent role models for the students.

Students are in class from 1:00 p.m. until 5:00 p.m., Monday through Friday. A typical schedule for one of the tiers is provided in Figure 2.

Evaluation of the Pilot Project

The effectiveness of the pilot project was assessed in terms of the goals and methodology described below:

- The evaluation plan sought to assess and compare cognitive and affective changes of the students by means of pre- and post-assessments. Project ESTEEM participants completed the Math Anxiety Rating Scale, the Study Attitudes and Methods Survey, and the TABE during the first month of the academic semester.

Figure 2
Project ESTEEM Class Schedule for Tier 3

TIME	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
1-1:50pm	Writing	Writing	Computer Assisted Instruction	Writing	Computer Assisted Instruction
2-2:50pm	Reading	Personal Development	Personal Development	Computer Assisted Instruction	Reading and Writing Laboratory
3-3:50pm	Computer Assisted Instruction	Reading	Writing	Reading	Reading
4-4:50pm	Personal Development	Mathematics	Mathematics	Mathematics Laboratory	Mathematics

- The formative evaluation phase of the review process consisted of a qualitative analysis of the curriculum components of the project. Course offerings and curriculum strands of Project ESTEEM were analyzed using the curriculum evaluation checklist of the Association of Supervision and Curriculum Development (ASCD).
- The summative evaluation phase consisted of three procedures for data collection:
  - The cognitive and affective post-assessments of the students;
  - Discussions about the attendance and retention data on Project ESTEEM;
  - Comparison of attendance and retention data on Project ESTEEM participants with those of other TJC students enrolled in developmental courses.

Significant increases in cognitive and affective outcomes were determined by the t-test statistics procedure analyzing differences between pre- and post-assessments. The results of each of the cognitive and affective subscales are presented in Table 2.

Table 2
Results of Cognitive and Affective T-test Analyses

M E A N S

SUBSCALE	PRE	POST	T-VALUE	PROB
Cognitive:				
Vocabulary	712.0	737.6	3.74	* p < .001
Comprehension	747.1	733.3	.76	NS
Reading Total Score	729.8	740.2	1.11	NS
Math Computation	751.2	777.2	2.23	* p < .05
Math Concepts and Applications	709.0	736.4	8.92	* p < .001
Math Total Score	730.4	744.7	1.29	NS
Language Mechanics	682.5	701.8	5.67	* p < .001
Language Expression	701.4	706.7	.38	NS
Language Total Score	692.3	693.5	.59	NS
Spelling	728.5	727.2	.11	NS
Affective:				
SAMS 1 Academic Interest	38.3	43.2	2.06	* p < .05
SAMS 2 Academic Drive	43.0	42.3	.21	NS
SAMS 3 Study Methods	31.1	37.6	2.11	* p < .05
SAMS 4 Study Anxiety	27.1	23.3	1.75	* p < .10
SAMS 5 Manipulation	13.9	10.8	2.16	* p < .05
SAMS 6 Lack of Alienation Toward Authority	13.1	12.2	.54	NS
MARS Math Anxiety	215.5	170.0	3.86	* p < .001

The results indicate significant increases by students in the cognitive areas of vocabulary, computation, mathematics concepts and applications, and language mechanics. No significant differences were found in other cognitive pre- and post-assessments.

Affective results presented in Table 2 reveal significant increases in the students' academic interest levels and increases in study methods. Significant decreases in study anxiety or concern over grades, classroom and teacher manipulation, and levels of mathematics anxiety were evident in pre- and post-assessment results. No significant differences were found in participants' levels of academic drive or alienation toward authorities.

The 1990 Project ESTEEM curriculum course offerings were analyzed qualitatively by means of the ASCD standards. Figure 3 reflects the nomological mapping of the ESTEEM curriculum with the ASCD standards. The analysis supports the curriculum as a viable program for promoting all areas depicted in the ASCD standards.

Qualitative information collected from Project ESTEEM faculty and TJC developmental mathematics and language arts classes during the spring 1990 semester indicated no distinct differences between ESTEEM student attendance and retention rates and those of students in other TJC classes. The highest number of absences and withdrawals from both groups were found to occur during late afternoon classes. No substantial differences were found between Project ESTEEM and developmental classes' attendance and retention rates during the noon to 3:00 p.m. period.

Figure 3
Curriculum Mapping of Project ESTEEM with ASCD Standards.

ESTEEM Curriculum		*ASCD Standards*
Reading Writing	⟷	Communicating Making Judgments Promoting Interests
Math	⟷	Computers and Applying Computation
Personal Development	⟷	Cooperating Assessing Personal Involvement Making Decisions
Computer-Assisted Program	⟷	Acquiring and Using Information

Implications and Conclusions

Significant cognitive increases were found in Project ESTEEM participants' achievement levels in the areas of vocabulary usage, language mechanics, computation, and mathematics concepts and applications. These areas have a common focus on concrete structure, whereas the other areas of achievement, such as reading comprehension and language expression, demonstrate far less structure in content learning. Since concrete-structured learning generally precedes abstract learning and is a necessary prerequisite for higher-level thinking, strong support will continue to be given to this type of learning in the curriculum; but specific attention will be given to the study of more abstract topics and higher-order thinking.

In the affective domain, students demonstrated significant increases in their academic interest levels, improvements in their study methods, substantial decreases in anxiety toward studying, far less use of manipulation in the classroom, and significant decreases in levels of anxiety toward mathematics. Based on these affective results, a continued focus will be made on improving study habits and decreasing anxiety levels, especially relative to mathematics anxiety since progress has been demonstrated in this area. Although academic interest was found to increase significantly, academic drive did not. Concentrated efforts within each course offering will be devoted to goal setting and attainment to encourage the development of academic drive.

Qualitative results of the curriculum evaluation, as well as the attendance and retention assessment, revealed no distinct departure from the kind of program generally considered appropriate for the ASCD standards for basic citizenship competency, standards that also are the premise for the TJC developmental course offerings. For future curriculum planning these results suggest a continuation of the general course offerings already established within the program with some emphasis given to the development of problemsolving and/or thinking skills to promote decisionmaking and critical thinking. Attempts also will be made to replace late afternoon classes with earlier ones, if possible.

The evaluative analysis of the pilot project suggests a valuable cognitive and affective program that supports the personal development of an audience of students with special needs. The project demonstrates the advantageous use of community college resources to help AFDC recipients achieve both basic skills and the higher-order, more comprehensive skills that the labor market demands. The federal Family Support Act of 1988 provides a unique opportunity for students such as those in Project ESTEEM to obtain the knowledge and self-esteem they will need for a more secure and independent future. Community college systems in every state can help make this opportunity a reality.

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